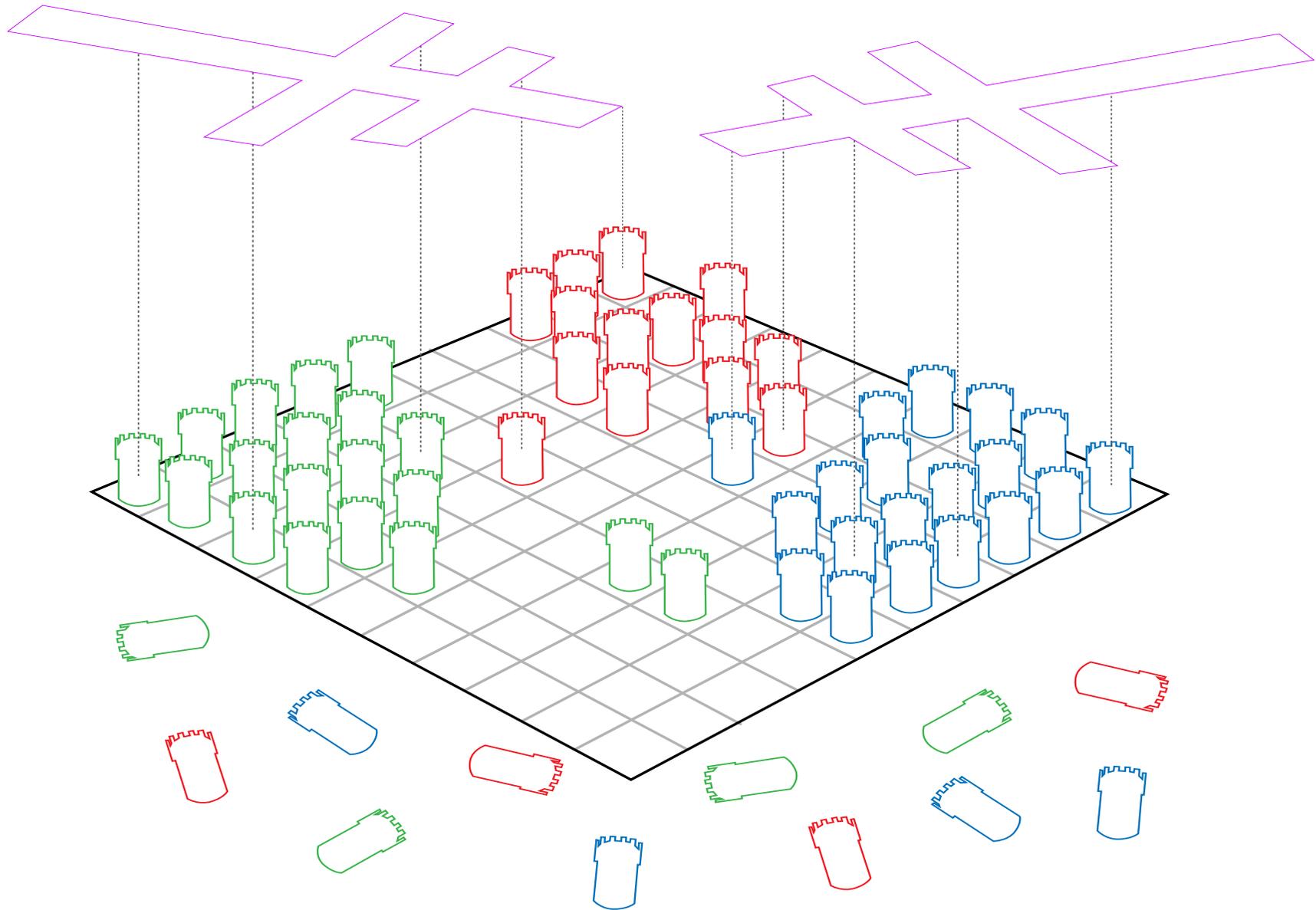


# Redevelopment of redundant military defense sites:

Collective action between strategies of central Government and local actors using a network approach





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defense sites:**

*Collective action between strategies of central  
Government and local actors using a network  
approach*

**Master thesis Urban and Regional planning  
Urban and Regional planning  
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# Prelude

After finishing my Bachelor's in 'Spatial Development and Urban Planning' with a minor in 'Urban Design' at Hogeschool Rotterdam ('Bachelor'), I felt that I lacked a solid theoretical background for career development. In order to fill the gap I considered the Academie van Bouwkunst, the University of Amsterdam ('UvA') and the University of Utrecht. Studying at the Academie requires to have a job, which was not easy because of the dawning economic and financial crisis. I decided to go to the UvA and after finishing the preparatory program, my Master in Urban and Regional planning was about to start.

Since the Bachelor and minor in Urban Planning was all about analyzing the field and designing outcomes, the challenge was to loosen my design focus and seek a more urban planning focus. The design interests remained and came back in assignments and other papers. What is the future of spatial development in the Netherlands? What happens when the number of inhabitants are declining? Who has to intervene? What would

be my role as a planner? These are questions I was asking myself.

The participation of citizens and other actors during the planning process also had my attention. So when I got closer to writing the thesis I wrote down keywords to get my interests clear to focus my thesis on. Earlier I wrote a paper on participation of the Haarlemmer Houttuinen in Amsterdam and one about the 'Foodprint' project in The Hague. The Government versus Governance processes, the top down and bottom up processes, public private partnerships and how they interact with the local citizens was the result of my search. In my mind I was always striving towards my utopic vision.

I am very easily influenced by the people I meet and what they say. So, during this process I heard about all the redundant terrains of the Ministry of Defense and I started to read about this matter. Which terrains were empty and what plans were made to get rid of those sites and how the central Government was responsible for the redundant terrains.

Combining my interests with the Governmental military defense sites, the subject of my thesis was born and the adventure was about to start. In this adventure not only the sites of the Ministry of Defense and my findings are the result of writing this thesis. Also the process itself was influencing my personal view on the world. How interconnectivity takes place and how the Government actually works. During interviews I heard anecdotes of projects and processes, some of those were very positive and others nerve wrecking. As Harmsen (2008) states, the Government is difficult to comprehend or to find the right person.

Even though processes are sometimes hard, it is important to learn from mistakes and even more important to have a vision in mind and not to always dance like a puppet on a string, as seen on the cover. Thinking of studies on Urban and Regional planning, I often thought about the board game 'Stratego'. Actors have to be fought strategically on the issues to find the desired outcomes.

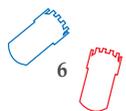
Academic texts are often not easy to read for others than academics. This is a shame, often practice could be helped with theoretical knowledge. Academics and practitioners can be compared with the mismatch between public and private actors. They both often speak a different language and could be bridged through research. This is why this thesis is written in a more informal way.

In this line of thoughts I would like to thank all the people who helped me: My friends and family for their support and the interviewed actors for their help on information and their openness. Without these people I would not have gotten this far.

Thanks for the support!

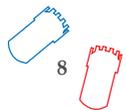
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# Abbreviations

English	Nederlands	Abbr.
Ministry of Defense	Ministerie van Defensie	MOD
Ministry of Finance	Ministerie van Financiën	MOF
Government Building Agency	Rijksgebouwendienst	RGD
Governmental real estate development agency	Rijksvastgoed Ontwikkelingsbedrijf	RVOB
Alternative Workplace Strategies	Het nieuwe werken	HNW
Marine Etablissement Amsterdam	-	MEA
Kromhout Kazerne Utrecht	-	KKU
Ecological main structure in the Netherlands	Ecologische Hoofdstructuur	EHS
Director consultation seaports	Directeurenoverleg zeehavens	DOZ
Joint development company	Gemeenschappelijk ontwikkelingsbedrijf	GOB
Public Private Partnership	Publiek Private Samenwerking	PPP
Act on public access to Governmental information	Wet openbaarheid Bestuur	Wob
Ministerial council	Ministerraad	-
Municipal council	Gemeenteraad	-
Military service	Commando Diensten Centra	CDC
Building- and terrain management	Dienst Vastgoed Defensie	DVD
Re-allocation military real estate plan	Herbeleggingsplan Vastgoed Defensie	HVD
Permanent secretary	secretaris generaal	-
Ministry of Cultural Heritage	Rijksdienst voor het Cultureel Erfgoed	RCE
Real estate Council of the Netherlands	Raad voor Vastgoed Rijksoverheid	RVR
Real estate portfolio strategy	rijksbrede vastgoedportefuille-strategie	-
Act on municipal preferences	wet voorkeursrecht gemeenten	wvg
Re-allocation procedure	realocatieprocedure	-
Governmental interference	overheidsbemoeienis	-
Interdepartmental Committee for Governmental Real Estate	Interdepartementale Commissie Rijksvastgoed	ICRV
Preparatory act	voorbereidingsbesluit	-



# Abstract

Redevelopment of military sites is a complex matter due to factors such as: multiple actors, divergent views, different interests, and budget cuts. This is a global problem, which is seen in more countries than the Netherlands, and is a poorly researched area. Research on this subject has been done in the UK, US, Russia, and Ireland, but the redevelopment of redundant military sites remains poorly researched. Until now, only small steps were taken in the Governmental real estate of the Netherlands.

This thesis contributes to the mutual knowledge and understanding of the redevelopment of redundant military sites and is of high relevance since not much is known yet. The research is based on Voets' (2008) network approach. The five components of Voets' research were used to collect and analyze the information. Since many former military sites were sold, either for the development of nature areas or for urban purposes, few sites are available for research. Two relevant cases were found for inclusion in a multiple case study. Using interviews and policy documents,

the data were collected for analysis.

Many policies are developed to demonstrate Governmental transparency. Real estate owned by the central Government becomes redundant due to budget cuts and other trends. Policies and existing procedures of various ministries have to be followed. For example, when governmental agencies are not interested in buying Governmental real estate, the site needs to be sold via an open tender.

Since the two cases are very different few generalizations can be made. However, this thesis confirms the validity of the network approach. The most profound finding of the current research is that governmental agencies only participate when absolutely necessary. The most important actors in redevelopment of military sites do not cooperate automatically. Further conclusions are that stimuli of incentives are required for development of redundant military sites. The responsible entities are required to facilitate communication between public actors. New entities are made to fill the suggested gap.

# 1. Introduction

This Chapter introduces the background of the study and the main problem this thesis states.

## 1.1 Background of study

The Dutch Ministry of Defense ('MOD') has a specific task to defend the Netherlands and it therefore requires different sites in the Netherlands such as office locations, training areas and equipment storage sites. The MOD owns many large sites and buildings and therefore has an enormous amount of real estate.

Due to recent budget cuts the MOD has to reduce its staff, equipment, and sites. The MOD and Ministry of Finance ('MOF') both wish to sell a number of redundant sites. In close cooperation with the Governmental Real Estate Development Agency ('RVOB') they have developed various projects to achieve this.

However, not all sites are intended for private sale. Some are to be redeveloped for own use or for new development in the city area. Redevelopment is basically a development

process in which (partial) demolishing is planned, but mainly construction of new buildings. Just like other planning processes it involves different actors. These actors have to act in a certain way in the process to gain as much as possible for their own benefit, but also for the public benefit. In this process, actors have to interconnect with each other and this is not always easy, because their interests are different. For example one actor may like to have a park for public use, where another actor would like to build villa's for commercial profit. Also actors of the redevelopment process have to cope with regulations, restrictions and legislation. Those factors always influence projects and often cannot be changed.

The Dutch central Government is, since the Fourth National Report on Spatial Planning, decentralizing. Movement is seen from the central Government towards the local Government or even the market (VROM, 1988). This implies not only the MOD needs to develop its redundant sites, also other ministries cope with this problem. Also in other levels of governmental hierarchy this can be

problematic, for instance a local Government also has to deal with a lot of the local issues.

Due to central- and local Government policies, visions, legislation, and restrictions it is a complex task to develop the MOD sites. MOD sites often house monuments or suffer from pollution. Private investors or other private parties are reluctant to redevelop the MOD sites on their own account mainly because of the financial risks involved.

Developing MOD sites also implies different actors have to be like-minded about the issues to address. Thereto "*Collective action is required to get actors moving in developing the redundant sites. Collective action aims at social mobilization [and] maybe initiated by civic groups or public sector*" [Dembski and Salet, 2010, p166].

Although the actors have different interests and diverse views, to reach collective action they need to combine their forces. MOD wants to develop its sites to gain money and the local Government wants to develop sites for its own financial and public benefits. However, in the end private investors are required.

Due to the financial crisis, the central- and local Government have little money to invest themselves. So, the different actors need to overcome their discrepancies. To develop the empty sites collective action is needed as Fairhurst points out in the text below.

*“Understanding and managing active or passive agent tensions will not be done outside of setting and socio-historical context, problems to be managed vis-à-vis one’s tasks, identities, and/or relationships, asymmetrical power relations between social collectivities that are both material and discursive, and co-orienting actors whose languaging and sensemaking in communication becomes the basis for collective action.”*  
[Fairhurst, 2005, p172]

Strategies are needed to guide the actors while developing the plans. These strategies can be used by actors in different ways. They can be implemented ex ante or during the process. It helps steering the process in an adaptive way to make changes during the process when needed.

In the end a result always comes across, but sometimes due to the negotiation process these are not always of the effect all actors were hoping for. It is important to consider that a lack of physical results is also an effect. The aim is always to reach a positive effect in the public planning process. The physical results have to be of good quality, even if it is in 30 years from now.

## 1.2 Central concepts

» Actors – The stakeholders who participate in the development process are an important focal point of this study. In this process actors have different roles. The main roles explored in this thesis are landowner, developer, public sector and governmental agencies, planners, financial institutions, building contractors, agents, professional teams and ‘objectors’ as defined by Wilkinson and Reed (2008). The main actors in the process are also referred as ‘Key stakeholders’.

» Strategy – a pattern in a stream of decisions (Mintzberg, 1978).

» Decision making process – a process in which decisions are made based on series of options

(Author’s own, based on dictionary).

» Collective action – combined action among all actors to reach the same goal (Author’s own, based on dictionary).

## 1.3 Problem statement

The MOD and MOF wish to divest some of their property in order to gain funds to reinvest in their core business or for contribution to the national budget. Central- and local governmental restrictions and regulations make selling the MOD sites complicated. The local Government is needed to change the land-use plan and to give building permits. To reach collective action, all actors involved need to participate to achieve agreement. In order to explore the relations among all actors who are part of the process, this thesis focuses on the network approach.

The network approach will help to analyze the different views of the actors and their relations. Some of the actors do not feel responsible for organizing the development, because there is not always financial stimulus to do so. When there is no financial stimulus, this often means

that no direct opportunity exists to gain profit. The central Government needs to initiate selling the sites, but since there are no major consequences for the MOD by not collaborating (Algemene Rekenkamer, 2011), they simply maintain the sites. The local Government does not feel responsible for developing the site and, just like private actors, are not owners of the redundant MOD sites. So MOD sites will not be developed and remain empty, which may enhance higher risks of vandalism (Harmsen, 2008).

Theory on the subject of redevelopment emphasizes the issue of the traditional 'contracting out', which does not necessarily ensure equal participation in projects (Teisman et al., 2002): this means the contract is granted outside the network. In order to initiate and redevelop a redundant MOD site, actors have to cooperate. In this process, the central- and local Government and the local actors are dependent on each other (Klijn and Teisman, 1991). While this dependency may lead to good cooperation, certain contextual and local issues can obstruct cooperation. Cooperation

is still needed, but the actors have to be more adaptive to the changing situation. To make this cooperation successful, several strategies can be used (Klijn and Koppenjan, 2000). These can be followed by organizations such as the central- and local Government. Different visions and policies are developed and form the political context of a plan.

To analyze the strategies and actors within multi layered and different domains, the network approach is used. This approach will define the actors' interests and gives insight in the chosen strategy. Other literature to analyze actors in the decision making process like Teisman's (2000) rounds model can be used to distinguish the specific issues that are raised in the process. Bueren et al. (2003) state that games, arena and networks should be used. Although those researches are well defined a network approach is used because it provides insights on different aspects of the decision making process. The research projects such as by Bruijn et al. (2002), and Groenendijk (2003) are influenced by the network approach of Klijn and Koppenjan (2000). The network

approach assumes results of policy come through strategies and interactions. It is suitable for use in examining the strategies that have been used in developing the former MOD sites. According to Voets (2008) the network approach includes power, dependency of resources, multi-actors, policy process and management. These five components are more applicable to this thesis and are therefore used. However, due to the small amount of available time, the operationalization of these five components is done differently as further elaborated in chapter two.

The research question is formulated as:

*"Using the network approach, how effective are the strategies employed by the Government to interact with local actors on the redevelopment of redundant sites of the Ministry of Defense and what are the implications for planning policy?"*

The answers to the research question and the sub questions on page 13 will lead to an evaluation of strategies that have been used in the redevelopment of redundant MOD sites. What aspects are influencing the

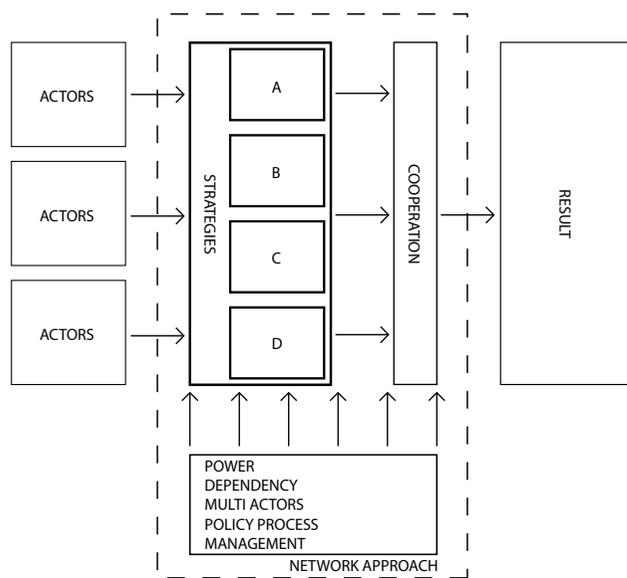


Table 1.1 – conceptual model (Author's own)

process in order to catalyze the development of a redundant site. The aim is to find the key variables that help explain why and when a specific strategy is working or failing to work.

The conceptual model, see table 1.1, is further explained in section 2.3 and shows how the information is being connected. The dotted line shows the outline of this thesis. Basically, the actors involved choose a strategy to come to cooperation and finally, a result. Using the network approach only on the strategies

and cooperation among the actors provides insights in the decision making process.

The sub questions are:

- » Who are the key actors in the process of redevelopment of redundant military sites and what are their interests?
- » How do the actors cooperate?
- » How does central- and local Government handle the redundant sites in its policy?
- » What strategies are implemented?
- » Who has legal responsibility for the problems?
- » Is the central Government taking a constructive approach?
- » Are there adequate incentives for redevelopment of redundant military sites?
- » How is the redevelopment of redundant military sites affected by the budget cuts or what are other factors that play part?
- » How does the state network with other actors to initiate the development?

## 1.4 Report construction

The prelude introduces the process of thesis writing and outlines the perspective of the research on planning. Next, the content of this thesis is presented followed by the abstract of this thesis. In Chapter one, the introduction outlines the problem on which the thesis is based. Chapter two explains the theoretical approach and in Chapter three, the research design is explained including the data collection methods and case selection. Chapter four describes in depth the overarching strategies different actors use and what policies shape the field of study, including the Dutch political system. In Chapter five the two cases that will be compared are explored and described, these are: the Marine Etablissement Amsterdam and the Kromhout Kazerne Utrecht. Chapter six contains the findings from the comparison of two cases. In this Chapter the strategies that have been used will be discussed and analyzed in terms of their effectiveness. The conclusion of the research is to be found in Chapter seven, which answers the research- and sub questions, and broadly reflects on this research.

## 1.5 Social and scientific relevance

The central Government is the largest single estate owner in the Netherlands, since it owns 37,7% of the total real estate and the local Governments own another 9,3% (Algemene Rekenkamer 2011). Over the last few years, the central Government cut the ministries' budget; with only 2,8% of the total Governmental subsidy allocated to the MOD. With this decline the NATO-norm of 2% of the gross

national product ('BNP') to subsidize the ministry of Defense is not taken into account and is in The Netherlands only around 1,2% (Ministerie van Defensie, 2013). To structurally cut its expenses, MOD decided to sell some of its property to maintain and invest in its regular defense tasks.

There are three MOD projects for disposing sites: 'Feniks', 'PrOMT' and 'Herbeleggingsplan Vastgoed Defensie' ('HVD') covering 87 redundant MOD terrains. In the Feniks project there are four sub-projects, whose benefits will structurally contribute to the MOD's budget. The sites covered by these projects can be transformed in 'green' (nature) or 'red' (urban) functions. In the PrOMT projects the aim is to transfer the sites and give them a nature (green) function. This project started in 2005 and now almost all areas are sold or transferred (DLG, 2005). The 53 sub-projects of PrOMT are cross-subsidized to transfer the costs to develop the nature (green) function. Ultimately, an additional 15 million euro in revenue is needed from the project. The latest project HVD consists of 30 sub-projects

(Ministerie van Defensie, 2011) and its only focus is to structurally cut on the MOD's operational costs. The redundant terrains of the three main MOD projects are situated all over the Netherlands; see figure 1.2.

Most of the redundant MOD sites are transferred to the Governmental Real Estate Development Agency ('RVOB'), which is responsible for the development of the areas. New owners were sought and some of the redundant sites were given back by MOD to the Ministry of Finance, which is ultimately responsible for the central Government's total real estate together with the RVOB, to Staatsbosbeheer and to Natuurmonumenten in order to become part of the Netherlands' ecological structure (EZ and L&I, 2012).

MOD is not the only one in facing budget cuts and empty sites, also other ministries have to face redundant sites. Not only Dutch institutes, also similar organizations in countries such as the United Kingdom also have to deal with redundant MOD terrains (Doak, 1999; Parker, 2001), as a result of more international

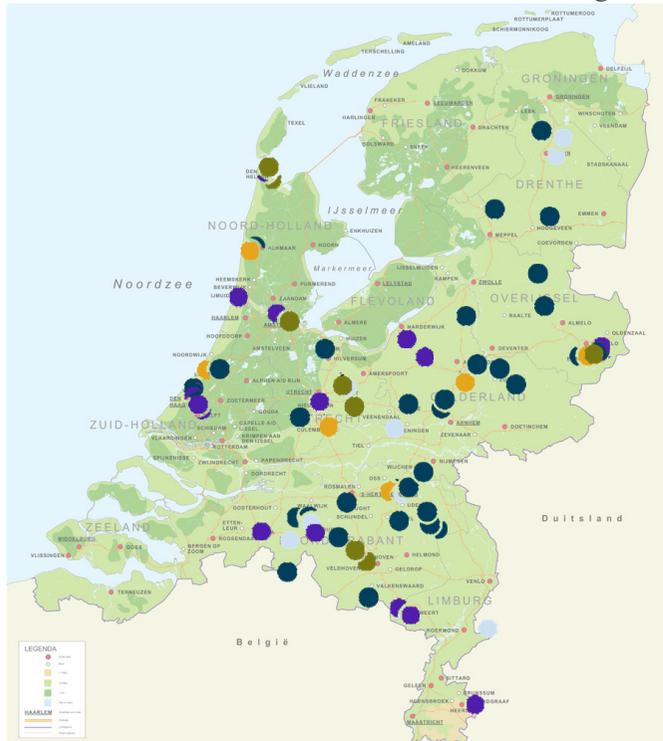


Figure 1.2 - Different projects of redundant sites of the MOD projects (based on information of Rekenkamer.nl).

military cooperation between the EU and the North Atlantic Treaty Organisation (NATO). The same applies for co-operation with Belgium, UK, Germany, USA, Luxemburg, Norway, Denmark and France (Kamerstuk 32 733, 2013; Rijksoverheid, 2012), these countries also face the problems of dealing with redundant military sites. Other aspects of this phenomenon are influencing the real estate of the Government as well. Technological changes and innovation are applied in the MOD for optimal use in war, for example the use of prostheses and revalidation possibilities. Also due to the 'Alternative Workplace Strategies' ('HNW') and the 'clean desk policy' some workspaces are out of use and could be used more often by other employees.

Buildings and sites of the MOD are in fact public real estate. Every citizen pays taxes and the central Government is the owner of redundant MOD sites. Disposing of public land that we all pay tax for is a challenge in a time of recession and budget cuts. From a social perspective, the MOD, as part of the wider governmental structure, should

act in the decision making process on the discharge of its redundant sites in a decent way, thus leading to proper development of its sites located in the rural and urban areas. These sites should have public value to the citizens: contributing to nature development or housing construction. Therefore the central Government has to develop policies on dealing with its redundant real estate.

The buildings on redundant MOD sites present complex planning challenges, because of issues such as soil pollution, cultural heritage requirements, being part of the ecological system or the proximity of other valuable urban areas. These restrictions make the negotiations between the parties involved difficult and complex because there is often little money to invest. To develop these sites, both central- and local Governmental involvement is required. Most of the redevelopment of the redundant areas is financially unfeasible for developers because of the restrictions and limitations imposed by said Governments. If the market decides not to develop the sites, the owner of the site, MOF still needs to sell it. Possibilities

such as subsidizing the development, adapting the pertaining regional plan and the land-use plan to enable the development of the redundant MOD sites, can be used by the central- and local Government to enhance the development.

To ensure proper development of the redundant MOD sites collective action is required. Both the central- and local Government as well as the private actors involved have to cooperate. The differences between the central Government and local governments have to be bridged to come to one development strategy.

As mentioned earlier, disposing redundant military sites is not only of national importance, but also of international importance. However, relatively little research has been done on the redevelopment of military sites. Studies have been done in the USA. A report from the Environmental Protection Agency (2006) describes a plan for using different steps to develop sites using multiple case studies. They also have a special organization, Defense

Base Closure and Realignment Commission, that researches closure of the military sites. Arbatov (1998) describes dilemmas, obstacles and prospects of the disposal of military land in Russia. O'Brien's (2007) research suggests that in Ireland certain standards should be met by choosing the right developer, but he states that three issues; flexibility, control, and pragmatism could be threats for redevelopment. Also in the Netherlands, Dekker (2010) investigated risk management in the building- and terrain management ('DVD') and Koster (2009) discussed 'user value'. However, the redevelopment for redundant defense sites is to be researched further.

This thesis contributes to the mutual understanding of disposing and redeveloping the redundant sites of the MOD.

## 2. Literature review and theoretical framework

This Chapter outlines the existing literature, provides different perspectives on the subject matter, and sketches the theoretical framework used in this thesis.

### 2.1 Literature review

When talking about actors, an important distinction can be made between 'Government' and 'governance'. Government describes the function of the national entity which takes care of the inhabitants. According to Sabatier, the Government has great organizing power and in a later stage it will seek other parties to perform the executive tasks (Sabatier, 1986). This is the more traditional way of planning with a hierarchical voting system, democratic representation, or so-called democratic and top-down planning.

From 1970 on, citizens wanted to have more influence in the decision making, and Government sought to reduce its responsibilities. This finally took a communicative turn (Stein, 2005). The communicative turn led to institutional changes to support the shift from an

authoritative expert role towards an interactive model. The authoritative role can be translated as Government and the interactive role as governance. The Government regulated the process and after this communicative turn the citizens sometimes had more influence, but also, some decisions were no longer made democratically. This trend could be described as *governance*. Klijn and Koppenjan (2000) define governance as the directed influence of societal processes, While Folke defines it as:

*"Creating the conditions for ordered rule and collective action or institutions of social coordination"* [Folke, 2005, p444].

Within governance literature, two main perspectives arise; the first is less state and more into Government and governance influences, and the second is about the interdependencies between public, private and semi-private actors (Rhodes, 1996). This indicates that governance aspects are close to Governmental aspects, these perspectives can thus be seen as an in-between form of Government and governance. In both forms

an hierarchical system can be found, but *governance* pretends not to be. The Government also proclaimed the Dutch slogan "*centraal wat moet, decentraal wat kan*" (VROM, 2005). This meant the Government was ready to give some Governmental tasks to other parties where it was possible. This latest trend of decentralizing could still be seen in the *regeerakkoord* (2012). The thought is that Dutch citizens are done with the Governmental interference. Even with the shrinkage coming up, municipalities would like to have more freedom to handle this phenomenon.

Some differences between public- and private parties are disappearing, mainly because the traditional hierarchical view has changed. Also central- and Governmental actors have become more dependent on private and semi-private parties for implementing their policies (Teisman et al., 2002). Central- and local Governmental actors and private actors are functioning in similar networks in the planning process. All planning processes in the Netherlands include Government, but whether this is the central- or local Government

depends on the scale of the project.

Cooperation between Governmental- and private actors is of major importance in planning decision making processes. Many different types of cooperation between the various actors can be identified. Considering the decentralizing trend, traditional contracts took a new turn with more involvement and partnership. Different forms of Public-Private-Partnerships ('PPP') were established. The PPP-constructions and the Public Finance Initiative ('PFI') are becoming more popular these days, although PFI is criticized for the inability of public parties to collaborate with private parties. Public parties often fall back in contracting-out schemes (Teisman et al, 2002). Governance strategies, such as PPP's, call for an exchange of information between actors and a willingness to look for solutions on a mutual basis (Teisman and Klijn, 2002). The principle behind PPP contracts is that private parties develop the project and are steered by the Government, but the Government pays for infrastructure. PFI works the other way around, here the private parties finance the

infrastructure project with private investments and they lease to the Government. Partnering is a contract in which there is an agreement to get to one specific goal. In this contract commitment, equality, trust and mutual goals are keywords (Wilkinson and Reed, 2008). The PFI is not used in the Netherlands and is therefore excluded in this thesis as well as '*Alliance contract*', '*Concession model*', '*Joint ventures*', and '*Claim construction model*', which are also contract forms. In PPP-constructions several contracts could be established. A traditional design-bid-build contract means one actor, who may be a composite actor, is responsible for the design and building of the project, which can be won by a tender. In a design-build contract the contractor is responsible for the design and the construction. Also other contracts which are alike the design-build contract, like a DBFMO-contract are a good example. This contract gives the Design, Build, Finance, Maintain and Operate parts in one contract. Other combinations of the letters can be made. These contracts ensure communication between different actors within a consortium. In management contracting the

design is the responsibility of a professional team and the constructing part is outsourced by professional building companies.

### 2.1.1 Actors

Projects become complex when essential knowledge is lacking, such as the technical information about how to build and the goals that should be met (Christensen, 1985). Complex projects can be characterized by many actors, divergent views and interests, interdependent actors, actors who are competitors, unstructured problems, and so on (Bruin en ten Heuvelhof, 2004).

Public parties depend on politicians, which change every four years. The combination of these politicians depends on the votes of the citizens, and is not stable. Politicians often go for a quick fix, instead of the long term solution as they want to reach their personal goal as well as the goal of their political party. Short-term measures are often considered as a quick fix, for what is essentially a long-term problem (Common, 2004). With quick fixes, long term problems can be overlooked and therefore

cause mistakes. These mistakes should be prevented in the processes for developing the terrains of a governmental agency like the MOD and therefore lessons from mistakes should be learned.

In the planning process several actors can be indicated as so-called key actors. These are according to Wilkinson and Reed (2008): landowner, developer, public sector and governmental agencies, planners, financial institutions, build contractor, agents, professional team, and objectors. Together, these actors can undertake complex redevelopment projects.

Redevelopment is often difficult because landowners want to earn returns, which is difficult while developing. Also, development often requires upgrades or provision of public goods such as the expensive roads and parks, or the boundaries, which are difficult to set (van der Krabben and Needham, 2008). In this thesis the boundaries are quite strict and there is only one landowner, discussions centre mainly on the public goods and who needs to

pay for those within the development.

Government has more than one role in the development process: its public role and its investment role. The Government is not a private organization; it helps the private sector to fulfill public needs that cannot be produced in the free market. Governments need to know what collective profit is and how it can be achieved. Klijn and Teisman (1991) distinguish a unicentric and a pluricentric approach to analyzing public policy. This second approach shows that Government is not a single actor, but rather a network of interwoven organizations. The Government, which consists of different ministries, has many different views, but one common goal: to serve the public. The municipalities and the provinces are part of the Government, but also have different approaches and views on different issues. Not only must these Governmental agencies serve the public, they also have to make their own money to invest and fulfill their public tasks. The Government also formally represents the voting public. A distinction can be made between (1) collective

actors, these are dependent on and steered by the preferences of the members and (2) corporate actors, an autonomy where the activities are carried out by independent 'staff members' (Sharpf, 1997). Corporate actors are hierarchical such as the Government. Contrary to the private sector, where actors rely on the capacities of a single individual, the public sector does not act as one actor, but it acts as a corporate (composite) actor.

Organizations such as the Government are highly dependent on other actors in the process (Klijn and Teisman, 1991). Although the Government (or local governments) can make policies, they still have to cooperate with the other actors to reach their goals. The plans, policies and other visions need to be set by the Government, but depend on the specific scale (national, regional, local) and their local problems. Some restrictions only show on local level, like pollution and cultural heritage. If there are not enough funds available for urban or rural development in the central Government, the local Government or a private party, nothing will happen. To get these

parties to develop, a governance approach is required. According to le Galès, Governance is inextricably linked to collective action.

*'Governance is the capacity to integrate and give form to local interests, organizations and social groups and, on the other hand, the capacity to represent them outside, to develop more or less unified strategies towards the market, the state, other cities and other levels of government' (Le Gale`s, 1995a: 90). This meaning of the term refers to what happens beyond an organization — that is, the capacity to organize collective action, to build coalitions and partnerships directed towards specific goals. In this we are going beyond the simple issue of efficiency, and so we need to bring in different types of legitimacy, power struggles and the creation of identity. [Le Galès, 1998, p496]*

Collective action consist of several aspects such as: power regulations, negotiations, finance and network approach. Not all actions can be seen as mere collective action, because they are not always guided by frames of shared cognition. Framing collective action is a very complicated challenge because of the different interests,

mindsets and power relations of multiple actors in projects (Salet, 2008). Framing is needed to get certain insights and let others see different perspectives in the process. Salet distinguishes between the 'cognitive' and the 'action' dimensions. Salet (2008), however, uses the concept of framing in an approach similar to the network concept. The network concept is often used to describe public policy making. Previous research has proved that the network management relates to good outcomes. A connective management strategy focuses on interrelating actors (government, business, society), layers (national, regional, local level) and domains or sectors (infrastructure, housing, water management, nature development, etc.) (Edelenbos, 2013). Salet (2008) uses the concept of framing to compare the experiences of strategic urban projects in a dynamic multi-actor and multilevel governance. Coalitions of collective action are forged between different domains of actions. It is useful to investigate the different kinds of transactions that underlie in de decision-making process in urban projects. The space where this action takes

places can be distinguished by: (1) the civic domain of activities (citizens, local groups and their culture), (2) the private sector (often embedded in international networks), (3) the interrelationship between the public and private sector in the specific region and (4) the trans regional domain of external Governmental programs.

### 2.1.2 Strategies

Strategies, in general can be defined in several ways. Some strategies are: (1) explicit, (2) developed consciously and purposefully and (3) made in advance of the specific decisions to which it applies, and can be seen as an intended strategy (Mintzberg, 1978). These definitions are based on ex ante determined plans. When a strategy develops itself and becomes an ex post determined plan, it can be prosecuted. This means the outlines were already made, through a bottom up approach it only needs to be implemented in the policies. Mintzberg (1978) defines a (realized) strategy as a pattern in a stream of decisions. There are three types of strategy: deliberate, unrealized and emergent strategies, as presented in figure

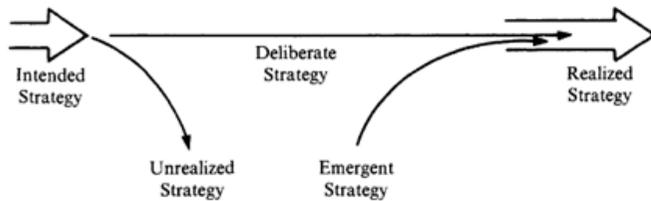


Figure 2.1 types of strategies (Source: Mintzberg, 1978)

2.1 (Mintzberg, 1978).

Different strategies can be followed by a single Government. Klijn and Koppenjan (2000) distinguish four strategies to be used by the Government, these are: (1) no participation to the network, (2) cooperation with other actors, (3) mediate like a process manager and (4) network building through resources. No participation means that Governments are imposing their ideas and goals to other actors. Cooperation with other actors is quite a standard operating procedure. To mediate the process means the Government will try to facilitate the interaction process, focused on realization of the project. Network building means using the resources of Government to establish a project.

Teisman (2008) describes two types of strategies. These are (1) adaptive strategies, open to changes outside the mutual process and (2) autopoietic strategies, these strategies are self organizing and all resources are included. They can both be very effective in their own ways, but a combination of these concepts is considered best. Adaptive strategies are needed to handle the changing situation and self organizing systems are necessary to add certainty in the decision making process. This combination is referred to as a punctuated equilibrium. Raisch and Birkenshaw (2008) discuss ambidexterity in organizations, as a balance between exploitative and explorative activities. Exploitative is based on the common ground activities, while explorative is based on innovative activities, see figure 2.2. Ambidexterity is comparable to the punctuated equilibrium. Majoor (2012) also suggests using ambidexterity.

Adaptive organizations are organizations that use an adaptive strategy. In an adaptive organization there are four strategic types to be found: defenders, prospectors, analyzers and

	Exploitation	Exploration
Organizational learning	Single-loop	Double-loop
Technological innovation	Incremental	Radical
Organizational adaptation	Continuity	Change
Strategic management	Variation reducing	Variation increasing
Organizational design	Efficiency	Flexibility

Figure 2.2 – differences between Exploitative and Explorative (source: Raisch and Birkenshaw (2008))

reactors (Miles, 1978). These four strategies move in an adaptive circle in which three problems occur: entrepreneurial-, engineering-, and administrative problems. A defender enacts and maintains an environment, creates a stable domain and ignores development and trends. Here, the risk is to be ineffective. A prospector responds to chosen environments and has a high consistency, which is comparable to the defender, and is an innovator which allows for exploration of changes. An analyzer minimizes the risks and maximizes the possible benefits. This allows the search for balance. The reactor makes adjustments, which are both inconsistent as unstable. The reactor is not very effective (Miles, 1978). These four types can be connected to the ambidexterity Raisch and Birkenshaw, and Majoor (2008; 2012) mentioned as four attempts to reach the balance. Effective organizations and policy

are dependent on their adaptive management according to Raisch and Birkenshaw (2008). Salet (2008) states, see quote below, strategies can be effective by their cooperation between actors.

*Successful strategies, furthermore, depend on effective co-ordination of collective action in an [...] arena that consists of the single-issue interests of manifold public and private actors. [Salet, 2008, p2344]*

Strategies can occur on different levels: strategic, tactic and operational (Gunasekaran et al. , 2001). The strategic level would be the most abstract and consist only in policies, the tactic level of policy is specially based on real estate and the operational level is based on the implementation of the policies.

Strategy is always influenced by the 'human factor'. Governments, entrepreneurs and citizens need to work together to come to collective action. However the actors think they understand each other, they often base their idea on stereotypes instead of actual

information. Not only differences between private and public parties occur, but also within public parties. In order to be able to understand each other they should speak the same language, but one is selective in what one hears and what one senses (Rooij, 2001). In this sense the human factor should always be taken into account when thinking of decision making processes and determine strategies in policy. In developing plans, a stratified approach is often used to build up the plans and predict possible problems.

*"We live in a world of a multiplicity of times, a multiplicity of different spatial realities, and move at different speeds in different directions"[Boelens, 2009, p30]*

This statement suggests that in the development process all actors may feel differently about the issues at stake. Accordingly, the Dutch polder-system of practical deliberations is often used to enforce compromises in the planning process (Boelens, 2009). The stratified approach can, like the rounds model (Teisman, 2000), distinguish the different issues in the

process. The rounds model will be further explained in section 2.2.3.

In order to deal with the spatial issues and different views of actors, adaptive governance can be helpful. Folke (2005) highlights four interacting aspects in adaptive governance. These are (1) build knowledge and information, (2) share knowledge in adaptive management practices, (3) support flexible institutions and multilevel governance systems, and (4) deal with external perturbations, uncertainty and surprise.

The roles of actors in the planning process can be analyzed using conceptual approaches such as the stakeholder analysis, where the actors are analyzed by their interests, influence and importance (Groenendijk, 2003). Bruijn and Heuvelhof (2002) use the actor-scan to analyze the positions, interests, core values, opportunities, threats, incentives, disincentives and pluralism of different actors.

### 2.1.3 Networks

This thesis focuses on the network approach, which differs slightly from 'network analysis'. Network analysis endeavours to get an interdisciplinary view. The focus lies on the individual views of the content and patterns of social contact within the planning process (Wasserman and Faust, 1994). A network analysis can be used to obtain a deeper understanding of the planning problem of redeveloping large former military sites. However, the network approach gives good insight into the relations of the actors. Many authors use the network approach, below some authors of the network approach are listed and compared. As described by Klijn and Koppenjan (2000), the network approach is embedded in the governance structure, this implies the Government does not have a central role in the process. The interdependencies between public, private and semi-private parties form the basis of the network approach. As stated before the Government is not a single actor, but consists of different views (Klein and Teisman, 1991). The components that are used in the network approach of Klein and

Koppenjan (2000) are: 'power', 'structure of the network', 'public actors', and 'existing policies'. This network approach relies on two main ideas: (1) cooperation between many actors is necessary because of their resources and (2) multi-actor structures need 'game management', based on either process management or network constitutions. Voets (2008) on the other hand uses the a different structure to the network approach. Voets distinguishes five components: 'power', 'dependency of resources', 'multi-actor', 'policy process' and 'management'. While comparing the network approaches of Klijn and Koppenjan (2000), and Voets (2008), the power facet is component, the structure of network (Klijn and Koppenjan, 2000) can be applied in Voets' research in the multi-actor component as well as in the management component. The public actor facet of Klijn and Koppenjan represents only half the actors in a governance structure. The private actors are needed in this perspective to get good grip on the whole process and to get some insight in the budget cuts and the effects of them. This can be seen more clearly within the multi-actor

component of Voets. The existing policies, can be changed with the policy process, in which not only the policies are examined, but also its process. Processes are different in each phase of a project and in that perspective the network approach as a basis will be used from Voets. Also his network approach is specially applied to the Dutch system and focuses on intergovernmental relations. The method of Voets (2008) is further elaborated in section 2.2.

### 2.1.4. Effectiveness

Effectiveness is not a component of the network approach, but will be used to answer the final research question.

According to the Dictionary (vandale.nl) effectiveness focuses on reaching goals. Effectiveness measurement can be defined as the difference, or conceptual distance from a given system state to some reference system state (e.g. desired end-state) (Bullock, 2006). Effectiveness of an organization, see quote below, is understood by management as reaching an end-goal.

“... An organization’s ability to be efficient in their management of today’s business and also adaptable for coping with tomorrow’s changing demands” [Raisch and Birkinshaw, 2008 p375]

Effectiveness measures provide the critical link between strategy and execution, essentially translating strategy into reality (Melnyk et al., 2004. p209). Also effectiveness measures influence how decision makers assess the impact of deliberate actions and affect critical issues such as resource allocation as well as whether to maintain or change existing strategy (Gartner, 1997).

All these effectiveness measures can be seen from different angles. It can be assumed the MOD sees the effectiveness of the KKV or MEA differently than the municipality due to their different goals. To measure effectiveness in this thesis, some indicators should be used. Therefore the basis for this thesis is found in successful project management of the redevelopment of former military sites. The project manager is not measured, but rather the overall process of management. In

real estate development the GOTIK method can be applied. The GOTIK-method consists of five elements to measure: (1) money, (2) organization, (3) time, (4) information, and (5) quality (Franssen and Schepers, 2004). These aspects will be applied to the comparison of the final result of the content.

## 2.2 Network approach and its components

According to Voets (2008), the network approach consists of five component: (1) power, (2) dependency of resources, (3) multi-actor, (4) policy process and (5) management. Voets operationalized the components in different ways, described below. Power is a function of resources and can relate to three phases: coercive power to force an actor to do something they normally do not do, organizing power to function in a way to fit their agenda, and hegemonic power over social structures. Dependency of resources is considered the main driver of networks and is dynamic such as resource acquisition, changing perceptions, and external factors. The ‘multi-actor’ component is used to map the actors and

their main relationships to the network. Their resources, interests, needs, and attitude towards the network are important points of consideration. ‘Policy processes’ need a trigger and the question needs to be asked: what is the policy and in what way is it shaped? Next to this the pattern of interaction, the rules in the network and trust are vital. Management will look at who is managing and what is their role.

Each component of the network approach (Voets, 2008) will be described below to link them to existing literature. The literature used for analyzing the components will be elaborated on in section 2.3.

### 2.2.1 Power

Regarding the ‘power component’, Bruijn and ten Hevelhof (2004) distinguish three sorts of power. The first is *blocking power*, which can be described as power to stop the negotiation and stop the process. The second is *productive power*, this means they actually help the project to proceed. The third is a *lack of power*, this means no influential powers to steer the process. Another distinction between forms

of power is: *power to*, *power over*, and *power with*. *Power to* refers to their own capabilities and no others are needed. *Power over* is being able to dominate another. And the last, *power with*, means the power to cooperate and make consensus. Boulding (1989) assesses power as hierarchical and limited by the human ability to communicate. He distinguishes three types of power: *destructive-*, *economic-* and *integrative power*. These powers were caught in three different levels of use: *personal power*, *organizational power* and *power in evolution*.

### 2.2.2 Resource dependency

Actors are dependent on each other in the decision making process to get the development started. Resource dependencies are seen in different forms of power and are needed to get the desired knowledge. The financial-, production capacities, competence, knowledge, and legitimacy are the main issues that need resources (Klijn and Koppenjan, 2000; Voets, 2008).

### 2.2.3 Multi-actor

Regarding the multi-actor component Weible and Sabatier (2009) investigate in which way two axioms of collaborative planning arise in regional policy making. First, collaborative approaches mitigate conflicts to intermediate levels. Second, collaborative approaches make the integration of science and values possible by joint-fact finding strategies. A policy subsystem is a set of policy participants concerned with a specific, regional bounded policy issue. Policy participants can be ultimate stakeholders but also other participants influencing the policy process. The participants are assumed to handle different levels of belief to receive an understandable image of their environment. The different types of beliefs are presented in a three level hierarchy: At first, deep core beliefs represent the starting points for actions for a variety of subsystems. Inside these beliefs, the general targets on welfare and heritage for future generations are included. Second, the level of policy core beliefs deals with the normative and empirical assumptions concerning the development of regional policy. While normative beliefs are based on

personal value priorities in the specific context, empirical policy core beliefs are related to the way participants perceive the actual policy issue. Third, the secondary beliefs concern the beliefs regarding the actual state of a policy issue. This kind of beliefs can change over time depending on the developments in the process. However this is very interesting, but in this research a bit into depth to take into account.

Bueren et al. (2003) use games, arena and networks as concepts in their policy network approach. Games are the series of interaction between actors. Arenas are the places the actors interact on issues. Policy networks are stable relations among dependent actors.

Teisman's (2000) 'rounds model', which depicts a series of interacting decisions taken by several actors, is used in Bueren's research (2003) to analyze the policy game in order to explore the issues and solutions before the decision is made. Teisman (2000) describes the network society to analyze complex problems in the decision making process. He distinguishes different models of the different

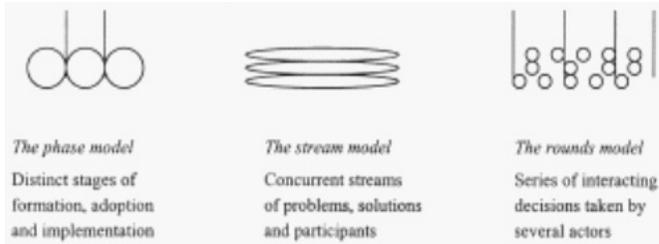


Figure 2.3 - Different models for the analysis of decision making processes (source: Teisman, 2000).

stages of a process. The phase model focuses on the problem, seeking and implementing the solutions. The stream model accentuate the streams of participants who enter decision making processes, the problems and solutions and finally connecting those three streams. The rounds model combines the different elements of these models and the interaction is central. Every model generates different insights. These three models can be seen in figure 2.3.

Teisman and Klijn (2004) distinguish the different actors and their interests. In this way of analyzing the actors and their differences is shown. They also distinguish a difference in interests between, central Governments, ministries and local governments.

Four different types of actor respondents can be distinguished (Albrechts, 2010). These are (1) reactive, by looking backwards, (2) inactive, by going with the flow, (3) preactive, by preparing for the future, and (4) proactive, 'constructing' the future (see also Ackoff 1981).

### 2.2.4 Policy process

Regarding the policy process component, Gunasekaran et al. (2001) states policies are made within 3 levels. As said in section 2.1.1, these are strategic-, tactical-, and operational level. Strategic level would be the most abstract and consist only in policies. The second level of policy is specially based on real estate and the third level is based on the implementation of the policies.

As described earlier in this Chapter the autopoietic and adaptive theory (Teisman, 2008) can be used to analyze the policy processes. The pluricentric approach (Teisman, 1991) can also be used to do this.

### 2.2.5 Management

Regarding the management component, Edelenbos et al (2013) see the connective management style as an effective strategy in governance networks. The network concept is often used to describe public policy making. Previous research has proved the network management relates to good outcomes. A connective management strategy focuses on interrelating actors (government, business, society), layers (national, regional, local level) and domains or sectors (infrastructure, housing, water management, nature development, etc.).

Bueren et al (2003) analyze the conflicting issues by mapping the cognitive perceptions of actors. Four clusters are used to explain the impasses and breakthroughs: (1) social, (2) cognitive, (3) institutional and (4) network management factors. These clusters are interconnected. The institutional factors lie behind the cognitive and social factors. The network management focuses on the improvement of the cooperation of the actors. Their conclusion is that the institutional barriers, cognitive differences

and dynamics of the interactions can block the collective action.

Klijn and Koppenjan (2000) researched the critiques on the network approach and concluded that these have been solved. These were a lack of theoretical foundations, lack of explanatory power, neglect of the role of power, lack of clear evaluation criteria, and normative objections and the role of public actors within then.

### 2.3 Theoretical framework

The project consists of different actors. These actors are governmental- or non-governmental actors. Governmental actors have their strategy transparent according to law, policies and also some which are not written down. Non-governmental actors have their strategies within their company and are often not described, mainly because of rivalry in the work field. When analyzing these actors, their interests, policies, needs and coalitions, and their strategies are considered. These different strategies are used to enter the decision making process and cooperation between actors. In the

end a final result will be shown in practice, see figure 2.4. This figure also gives insight into, with the dotted line, how the elements of Voets' network approach are applied in this thesis and what analysis is made towards the stage of the project. The process visualization shows the result as the specific actors are not the core of the thesis, but rather the strategies used and the cooperation between the actors.

#### VOETS' NETWORK APPROACH APPLIED TO THE DECISION MAKING PROCESS

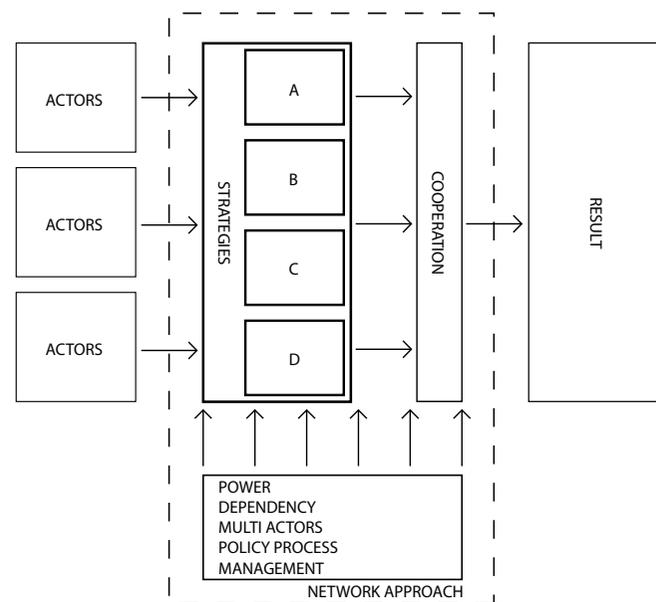


Figure 2.4 Conceptual model (Author's own, based on Voets' network approach)

The issues researched in this thesis are based on the five facets of Voets' (2008) network approach. However, these factors will only help analyzing the collected data. To operationalize these facets, they were broken down into investigable elements for this thesis based on the literature addressed in section 2.1. The five elements researched in this thesis are described below.

The first element, Power, already researched by other theories such as Bruijn and ten Heuvelhof (2004) also uses a division by three elements, these are comparable by content, as can be seen in section 2.1. In this research power will be divided according to 'power over', 'power to', and 'power with'. This division is made because the structure is easy to understand.

The second element, Resource dependency, consists in Voets' research of the components: financial, production, knowledge, legitimacy and competencies. However the competences are not likely to contribute to this research due to specific selection of actors and the competences they need for work. The

knowledge of Government is considered in the same way and is thus only described in this thesis. Legitimacy will have the same structure and principles in both cases, but since the MEA project started later small changes occurred in policies, visions and legislation. So the main aspects of financial resources and production resources will be researched.

The third element, Multi actor, will be divided into properties of actors by their means and interests. Also their coalitions and contacts with other actors in the process are investigated. In the analysis the rounds model (Teisman, 2000) and the stratified approach (Boelens, 2009) are used to distinguish the different issues. The specific problems which were discussed in the process will be noted.

The fourth element, Policy processes, will be investigated through the levels in which they occur. These are strategic-, tactic-, and operational Gunasekaran (2001).

The fifth element, Management component, will provide information about the management activities and will be described

by the plan making process through different layers such as: housing, employment and nature.

These elements are used to analyze the cases and finally the effectiveness of the strategies employed by the Government should be determined. The effectiveness will be measured when the cases have been compared.

# 3. Methodology

This Chapter outlines the general method and shows how it is applied to the Amsterdam and Utrecht case studies.

## 3.1 Introduction

As already mentioned the research question is formulated as “Using the network approach, how effective are the strategies employed by the Government to interact with local actors on the redevelopment of redundant sites of the MOD and what are the implications for planning policy?”. The sub-questions that help to find answers on the research question are:

- » Who are the key actors in the process of redevelopment of redundant military sites and what are their interests?
- » How do the actors cooperate?
- » How does central- and local Government handle the redundant sites in its policy?
- » What strategies are implemented?
- » Who has legal responsibility for the problems?
- » Is the central Government taking a constructive approach?
- » Are there adequate incentives for redevelopment

of redundant military sites?

- » How is the redevelopment of redundant military sites affected by the budget cuts or what are other factors that play part?
- » How does the state network with other actors to initiate the development?

This research will be conducted mainly in a deductive way, based on Bryman’s theory (2008). There is already a lot of information and knowledge available about doing research on decision making processes, about the actors in such processes and how they can be distinguished. These factors point in the direction of a deductive research (Bryman, 2008). Also when it is based on laws and rules a deductive research is more common. Next to this, the research will be explorative and have a comparative character because: (1) not much research is done on the subject of the thesis, and (2) this thesis compares two cases which contain some differences. A comparative angle is chosen because there is a lack of explorative studies to actors’ strategies in the context of military terrain redevelopment.

The aim is to gather knowledge and to gain insights on the phenomenon of the redevelopment of redundant former military sites and to explain the different views of the actors using the network approach. The goal in this research is to gain insights that may improve the quality of planning processes through assessment of different strategies of interaction within the planning process, with a focus on cooperation of various governmental agencies.

In this research design a multiple case study with two cases is used to gather information about a project in order to approach the ‘real’ world. These cases will differ on their project status: with a project that is stalled compared to one that is finished, see section 3.2. This will allow for exploration of different approaches to development. The case study needs to consist of multiple cases to be able to compare multiple urban planning situations. According to Bryman and Yin (2008; 2003) a critical case should be used because strategies already exist and also because the network approach is already used. In this thesis, they

are tested in the situation of the redundant sites, which are owned by MOD. According to Yin's theory (2003), an embedded multiple case study is required, because every case has a different context and within this context the units of analysis differ. Both case locations are in the Netherlands to make sure they have the same regulations. The cities in which they are situated have to be comparable in size, in number of inhabitants and suffer from the same pressure on the housing market. Both cases have to be developed to reduce expenses on the ministries budget. In this case, the units of analysis are the actors from both central- and local Government who participate in the planning processes within the selected cases.

There is a gap in literature due to the lack of existing knowledge on redundant military sites. Eventhough there are difficulties with the comparison, this thesis has potential to generate valuable findings that could expand mutual knowledge on the redevelopment of redundant military sites. Rather than an in-depth comparative study, the research aims to achieve a better understanding of

the phenomenon through expansion of the empirical evidence base, following Oxley (2001).

### 3.2 Selection of cases

Due to the restricted choice of empirical cases a perfect comparison cannot be made. Although there are now three major projects which consist of 87 sites to be sold, see figure 3.1, there are still few cases suitable for selection for this thesis. Nature zones, which cannot be developed, limit the amount of cases. The cases in or next to the ecological main structure within the Netherlands ('EHS') were sold to Staatsbosbeheer or a comparable agency and are therefore not suitable for this research. The pressure on housing markets was another consideration that was taken into account, with projections of future population shrinkage in some areas of the Netherlands creating uncertainty about future demand. Because of these differences in the cases, the possibilities to make a comparison are restricted. A lot of the redundant sites are sold as a part of the EHS or other nature zones. Most of them are sold or given to semi-governmental agencies

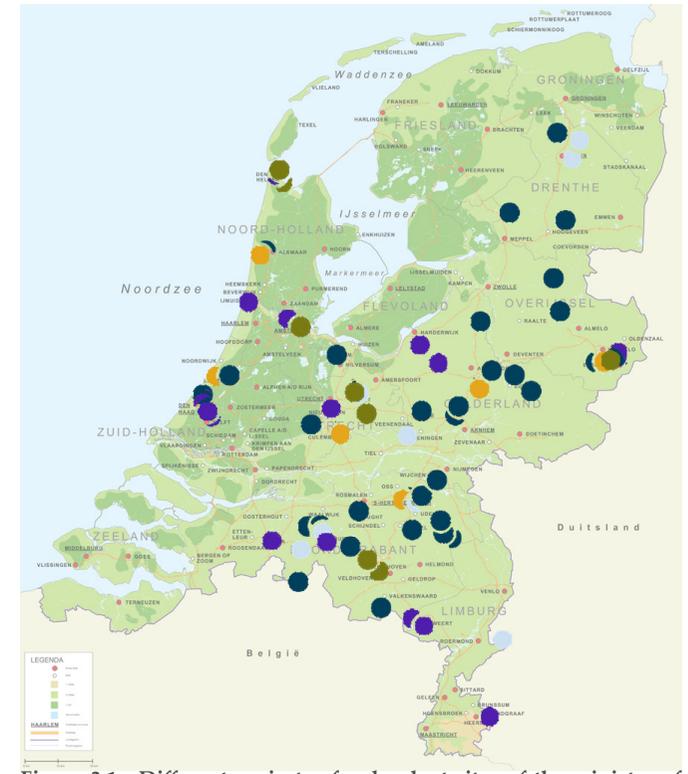


Figure 3.1 - Different projects of redundant sites of the ministry of Defense (based on information of Rekenkamer.nl).

such as Staatsbosbeheer. Nature development is a specific kind of development, because it always costs money. The PrOMT project also had a lot of cases in which housing must be provided in order to be able to invest in nature development. Therefore urban environments that (1) need to be redeveloped, (2) are woven into the urban fabric, and (3) had pressure on

the housing market were selected. All these limitations led me to select the two redundant military cases who belonged to the MOD.

The first selected case, The Marine Etablissement Amsterdam ('MEA'), is chosen because both central- and local Government would like to develop the site to make a profit, but no actors have the money to buy the site. In order to develop the site, the actors have to cooperate and perhaps even collaborate with private actors. The MEA case is subject to much debate. The main issues are soil pollution and financial aspects. The MOD and the MOF need to generate funds from the sale, but the municipality does not have money to buy the site. Even for developers this site is well located and while the market in Amsterdam for housing is currently depressed, demand is generally strong. It will be hard to earn money on the site due to soil pollution and cultural heritage requirements. To explore success factors the second case, the Kromhout Kazerne Utrecht ('KKU') is chosen. This has a completed development and is viewed as successful due to several awards the project

earned. Most actors find this a successful project, but some of the actors within the MOD disagree due to the internal difficulties. There are several monuments on the site and it is transformed for the use of the University College of Utrecht and for MOD as an office location.

### 3.2.1 Similarities in cases

Both cases are in the Netherlands and the sites in Amsterdam and Utrecht are of comparable sizes given the amount of inhabitants. Amsterdam and Utrecht both belong to the largest four cities of the Netherlands. Amsterdam has 790.044 inhabitants (Gemeente Ameterdam, 2012) and Utrecht has 316.277 (Gemeente Utrecht, 2012). Compared to all other cases of military redevelopment, that were somewhere between 0,5 and 500 hectare, both selected cases are of comparable size. MEA is 13 hectare and KKU is 19 hectare. Both cases are being developed because of the budget cuts attributed to MOD. Both cities are still growing according to the amount of inhabitants. The regulations are the same in both cases because of the Dutch context and



Figure 3.2 – walls 'voorwerf' of the MEA (source: Wikimedia commons).

legislation.

Both cases are 'jewels' of redundant MOD terrains: they are well located in a big city of the Netherlands, they are situated on a big piece of land which is accessible for redevelopment. They are somewhat old terrains with monuments and other characteristic buildings. Both cases have closed surroundings for safety reasons. KKU is closed up by little hedges and natural borders like small ditches. The MEA is surrounded by the state monuments such as the 'voorwerf', this looks like a brick wall, as can be seen in figure 3.2.

Both Amsterdam and Utrecht face pressure on the housing market partly due to high demand for student and other types of housing. This suggests that in both cases a lot of buildings and ground would be valuable for redevelopment. Land-use plans have much impact on the value of the existing buildings and their future value. Both sites are polluted. Both cities Amsterdam and Utrecht are cooperating, so they can share their knowledge on the governmental issues, financial issues, nature issues, etcetera. Their economies are already alike (see brief aan de gemeenteraad van het college 19-10-2011; DeStadUtrecht.nl, 2011). The municipalities Utrecht and Amsterdam want to intensify their collaboration.

### 3.2.2 Differences in the cases

The cases differ on some aspects, shown below. The time plan differs: the KKKU was started in 2006, while the MEA was started in 2011. The time between the cases is of importance when comparing them. Within this timeframe Dutch cabinets changed in 2006, 2010 and 2012. This implies different political viewpoints coming with each change. At this moment the most

influential party is the People's Party for Freedom and Democracy ('VVD').

Local re-elections are every four years. In 2006, 2010, the next will be in 2014. In Amsterdam still city parts have their own local- and city politicians and in Utrecht they only have the municipal politics. Since the MEA is seen as part of the more special city development, the site is taken care of by the 'central' city. The Amsterdam city parts (stadsdelen) are cancelled from March 2014, as further elaborated on in Chapter four. This is a minor difference that will most likely not influence the results. The KKKU was planned in a time where no financial crisis was yet to come or predicted. The MOD had already had to cut its budget. The MEA is being developed in the wake of the crisis, with its effects still being felt in the housing market. The cases also differ on the status of the project, where the KKKU is developed and the MEA is in its starting phase. The actors involved and their plans and actions will be different. The KKKU was developed by a consortium and the MEA will most likely not be developed by one (composite) developer, because of crisis and the selling market.

The MEA is in the Amsterdam city center next to the IJ-banks and other development around the Central Station and city central. The KKKU is situated in Utrecht and is a while from the Central Station and not in the city center, but close to the Uithof, near the University of Utrecht, and which is currently further developed. This development is enormous and is attracting other investors and initiatives, so there is a constant stream of people passing by the KKKU site.

The MEA was developed due to the HVD. KKKU was developed due to a redundant military site and the land forces that needed proper housing and the MOD's policy to centralize all military units to cut expenses on the exploitation costs.

### 3.3 Method of analysis and data collection

A mixed method is based on both quantitative and qualitative research (Bryman, 2008). The quantitative as well as the qualitative data, such as financial statistics, will be collected from policy documents and the interviews will provide information from the central- and local Governmental actors. The data collection is done by interviews and published policy documents. Multiple actors will be interviewed to make sure all the views are taken into account. The interviews will be semi-structured, because as many views possible from all the key actors in the process need to come across to get insight into the strategies and cooperation between actors. Also the actors will be asked to review the project details in the interview to keep abreast of all unknown changes in plans and policies.

The first phase of this research consists of reviewing the scientific literature and secondary sources (media, newspapers, brochures, etc) to establish scientific relevance leading to the problem statement, the research

questions and the theoretical framework, see Chapter two. The documents used provide insight on the relevant actors and relevant interviewees.

In the second phase of this research the actors will be interviewed and will be asked how they perceived the contact with other actors and the use of their strategy. Together with policy

documents they outline the basis information of this thesis.

In the last phase of this research the data will be analyzed and the cases compared. With this comparison, the effectiveness will be measured and conclusions can be drawn.

This research elaborates on an existing analyzing model of the network approach. The goal is not to make a new model, but to describe the process and build up new information to extend existing literature. In order to analyze the interviews, matrixes are used and content analysis will be performed on the policy documents. The five components of Voets' network approach are: (1) Power, (2) Dependency of resources, (3) Multi-actor, (4) Policy processes and (5) Management (2008) and will be researched in the content of policy documents as well in the interviews.

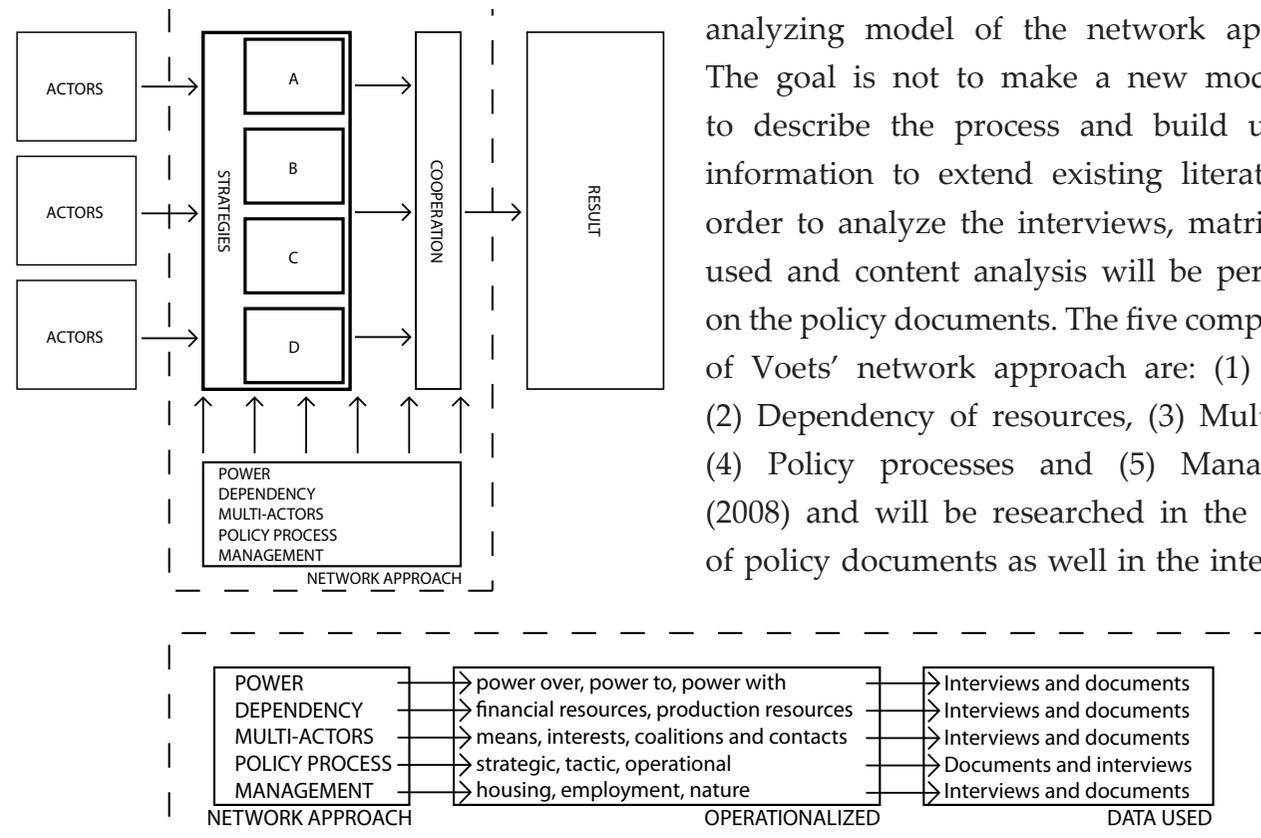


Figure 3.3 – Used data applied to the elements of the operationalized network approach (Author's own)

Due to the limited amount of time, Voets' research could not be repeated. However, framing is always needed to compare cases and distinguish differences. To operationalize these five components in smaller and more investigable elements, the research is further based on literature addressed in Chapter two. The operationalized elements follow the conceptual model as presented in section 2.3. The data sources that are used are explained in figure 3.3. The five components of the network approach are operationalized by literature. The main sources are the interviews and secondly from documents. Except for Chapter four, there the most common source is policy documents and secondly from interviews

The interviews consist of a minimum of five interviews per case. This will gain sufficient knowledge and insights to have an objective view. The interviews as well as the project documentation will be sent to the interviewees to ensure correct statements and data.

### 3.4 Validity

Since the cases are selected within the Netherlands, they only yield direct findings about the MOD sites within the Netherlands. The cases are situated within bigger cities, so perhaps they could yield indicative findings about the challenges of redeveloping large ex military sites that are of relevance to other countries. However this depends on the actual results. Both cases have the same kind of actors and the same landowner. At the start of the projects, the size of the sites are equal and both sites went through the same initiation phase according to van Gool et al. (2000). Feasibility is approved, because there is a sales market and developers and financiers showed interest in the project. The most relevant actors are equal in both cases and these are the Ministry of Defense, other ministries (in background) and the municipality. Next to those actors some other place bounded actors with special interest intervene in this process. Further findings cannot lead to statements about the other phases in the process because of the fact that right now there is only one case finished.

## 4. Strategic policy context

This Chapter outlines the overarching strategies that impacts on the disposal of redundant military sites and describes the main policies in place to achieve this. Using the Klijn and Koppenjan (2000) theory, the strategies and policies are examined.

### 4.1 Strategy of central Government

A Government is obliged to act transparent, conform the Dutch act on public access to government information ('Wob'). They also have to act conform the 'general principle of legal certainty'. Therefore it can be stated that the Governmental strategy is written down in policies and is ex ante. It can be stated that all policies are strategies, but not all strategies are policies. Some strategies are not put in writing. A strategy has to go beyond a project to form policy. The central Government, works in a hierarchical way, although all eleven ministries of Dutch central Government have equal rights. The Government of the Netherlands constitutionally consists of the King and the cabinet ministers. The King's role very much restricted and he just acts on formal occasions, therefore he does not actively interfere in

daily decision-making. The ministers together form the Council of Ministers. This executive council initiates laws and policy (overheid.nl). Central Government is the collective name for the ministries, a large number of implementing organizations, the inspectorates and the High Councils of State (government.nl). The ministries consist of a minister and one or two State Secretaries, a few deputy generals and the directors of various directorates. Each ministry is able to initiate its own projects and needs to cooperate with the other ministries. It is not said one ministry is more important than others, but by human factor and natural ways of group forming there could be a difference between actors. There is always one leader in projects and it does not necessarily have to be the official project leader.

Government is often slow in transformation, because of legislations and embedded assurance for inhabitants. The legislation is equal for all inhabitants and organizations of the Netherlands, but the Government has a leading role towards the legislation. The central Government is able to steer with subsidies, but

due to budget cuts this steering becomes less important and other ways of financing projects are sought by entrepreneurs. Maintenance is still performed by local Governments and provinces. Providing subsidies is not following the hierarchical way. Actors now find each other more often in different ways. Due to social media, (e-)platforms and such, people find each other in less hierarchical ways. This is often how new initiatives start. A more bottom up approach or private initiatives are becoming a trend (Praktijkleerstoel TU/D, 2011). This also implies that the role of the central- and local Government is changing. A more facilitating role is needed (interview 2, policymaker of RVR).

Next to these different ministries the central Government also has a few 'government wide' policies. These policies come from the Ministerial Council. In the Ministerial Council the prime minister is leading the conversation towards all other departments and eventually the Ministerial Council proposes which department gets what amount of money and in the second chamber the budget discussions are

held. Next to the Government wide policies, also some general trends can be found. First of all since 1980 a trend of decentralization started, this means the ministries wanted to do less and let the provinces and municipalities take over a few of their tasks. As stated earlier 'governance' is a trend where the smaller governmental parts let some of their tasks flow into the market, with Government controlling these actors at arm's length; see also section 2.1.

The Ministerial Council wanted to have more Public-Private-Partnership (PPP)-constructions for developing office buildings, since the MOF and the RGD were positive about the results of PPP and it would eventually cost less money over the total lifecycle. The first PPP was done by the RGD on renovation of the MOF and was a success. This led to the decision within the cabinet that PPP-constructions were needed in housing projects when the investment costs are higher than 25 million euro and the building project was set in the market as a PPP-project, this also counts for infrastructure projects above 60 million euro (Algemene

rekenkamer, 2013; Ministerie van Financien 2012). These numbers are set due to the potential efficiency profit. The PPP-projects are to be less incriminating on the state budget due to the investment costs which are now spread over the 20-25 year of the contract instead of only one (Rijksoverheid.nl, 2013; interview 15, project manager MOD). Central Government made a Government-wide contract for PPP (VROM, 2010; RGD, 2012). The management and maintenance are included in the contract as well. An operational act is included to select in the tender from for example 5 to 3 tenants (Rijksoverheid, 2009). This policy acts conform the 'mediate like a process manager' (Klijn and Koppenjan, 2000). An additional advantage is that not all changes are immediately going to be made within a building to adapt to new uses, because it is more expensive than to check the other options. Formerly the changes were made and also fixed; sometimes even before the ministry would agree it would be the best possible way (interview 3, policymaker RVOB).

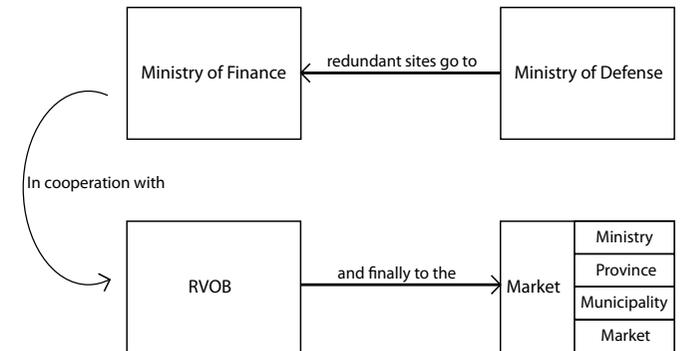


Figure 4.1 – Route of redundant MOD sites (Author's own)

The re-allocation procedure (Ministerie van Financien, 2006) ensures the redundant sites are presented to the other ministries first to make sure they do not need it. When that is certain the site will then be presented to the province and to other governmental agencies. If they do not need it, it will go to the municipality and after that it is proposed as an open tender. Also shown in figure 4.1. This policy acts conform the 'Mediate like a process manager' (Klijn and Koppenjan, 2000).

The simple trend of "Alternative workplace strategies" ('HNW') also meant to have less workplaces per working employee and is only performed at new sites such as KKV (Kamerstuk 32733-47). First the norm lies on

one workplace per employee, and now it is regulated into 0,7 per employee. This implies working on a more flexible base and even working from home. This policy acts conform the 'Mediate like a process manager' (Klijn and Koppenjan, 2000). According to Dalmijn this could go further into even 0,6 workplace per employee (interview 6, policymaker DVD).

Financial gains of selling buildings until a maximum amount flows back to the ministry that owns the building. This policy is still in development of the exact details, but formerly this already was used. Agreements are made with the MOF that tailored services will be made with the aim to get money. Also within the ministries from the central Government crossovers could occur with other state-led development projects. The MOD has a special arrangement with the MOF to have a bit of financial stimulus when MOD declares some sites redundant (Algemene rekenkamer, 2011). This arrangement implies three manners to earn money from selling the site. (1) the MOF let all money flow back to the MOD. (2) MOF let all money until an agreed amount flow to

the budget of MOD. (3) The monetary value could be invested in materials, this would be an ad hoc agreement (interview 6, policymaker DVD). In this way there are financial incentives to rebound redundant real estate. This policy acts conform the 'network through resources' or, from a different perspective, 'cooperation with other actors' (Klijn and Koppenjan, 2000).

Also some spatial notes were made. In the SVIR, the MOD had its own paraphrase in which they say how MOD is corresponding between law, regulations and national visions. Even a small discussion could be found on how the Government usually works (Kuiper, 2011). In 2007 the long vision program Infrastructure, Space and Transport ('MIRT') was made to work for an economically strong, sustainable, beautiful and accessible Netherlands. In this vision a layer stratified approach was used; mobility, economy, housing, water, leisure, and nature. The goal is to realize a good spatial quality (RWS, 2011). Also within the law, legislation and regulations there are some restrictions. The Energy guidelines are made to what extent the redevelopment should meet

the national- and EU wishes for energy saving. Also some soil guidelines for state property (VROM, 2009) are made to ensure the central Government handle soil pollution equally on all projects. Ruimtelijke Ordening en Milieuzaken Defensie (2003) states the MOD follows the CO2 policy. The different nature restrictions as 'Natura 2000' and 'Flora and Fauna law' are to be found in EU-regelgeving. The employment is secured by law in means of amount of work in the Netherlands (interview 6, policymaker DVD).

The government wide real estate strategy is made to have a discussion on what problems occur (RGD, 2013). The program of selling real estate and redevelopment is made to ensure the selling of real estate is done properly (RGD, 2013).

The Law on spatial planning ('Wro') is implemented in 2006. This law was adopted to strengthen the position of the land-use plan procedure, to enlarge the effectiveness of policy, and to simplify the spatial legislation. A few differences can be found with the old law

(‘WRO’). For example an artikel 19 procedure of WRO, which allows plan changes to be performed via exemption cannot be used in Wro. A transitional arrangement was made to progressively let the next law take over. After implementing the new Wro a new policy was applied for better cooperation between land-use plans, DURP. This meant the urban plans needed to be digital and up to date. This implementation was presented at a congress on 17 March 2005 (VNG, 2006).

The ministries now often look at what the other ministries do in order to work more closely and eventually cheaper. However, this is an example of the unwritten policies. Also a trend is that a ministry cooperates better with the municipality to gear the land-use plans and regional planning and eventually steering the land-use plan through the municipal council, which confirms them (interview 6, policymaker DVD). The building permits always go via the municipal council. Not only within the Netherlands, but also in other countries cooperation is to be found. Since the Dutch MOD is declining and other MOD’s in

the NATO are also declining, they started to cooperate and make use of other countries to practice on national behalf.

The two most important ministries in this thesis are the MOD and the MOF and are described below.

#### 4.1.1 Ministry of Defense

The task of the MOD is to defend the Netherlands. They also have the obligation to look after the king and queen. Other tasks are to promote international stability and to respond to disasters (Grondwet, 1815). This ministry consists of directorates such as ‘*general command, navy, land forces, air forces, military police, military service, and Defensie Materieel Organisatie*’. One of these, *military service* (‘CDC’), see organizational chart Appendix one, consists of several sub-divisions of which one is *Divisie Vastgoed en Beveiliging*. This also includes *building- and terrain management* (‘DVD’) (Ministerie van Defensie, 2013). DVD is the maintainer of MOD’s real estate and is also responsible for the new buildings, surveillance and security of MOD’s real

estate. They operate in a societal manner for the maintenance and design of the MOD’s real estate. Since the budget cuts the MOD needed to seek opportunities to cut back the expenses. One of these was selling redundant sites. In three subsequent projects quite a lot of real estate was put for sale: the Feniks, the PrOMT, and the HVD which were explained earlier: see section 1.4. The MOD also have the obligation to have a backup in case of war in the big cities of the Netherlands like Amsterdam and Utrecht due to their disaster response. Also for safety measures, they need to have a place in each region. The MOD has a policy to travel less, so a decision is to get more employees of the MOD in one building. Also they have adopted the ‘Alternative Workplace Strategy’ (‘HNW’) principle, this means the employees can work at home and on a more flexible base. Also the MOD implemented the idea to centralize the employees to lower the operating expenses. Because of high security measures, guarding is expensive.

The policy considerations of declaring the sites redundant lies within the MOD. These are mainly the shrinkage of operational needs and less personnel. Besides, the sites are being concentrated due to the ongoing rounds of budget cuts (interview 3, policymaker RVOB). By realizing this strategy, the budget can be cut in a strategic way. Here the exploitation costs such as the safeguarding of the sites are cut, this implies that a structural approach is made. When structural costs such as safeguarding personnel can be saved, not only is the core of the MOD's task intact, but they would also have more money to spend on their tasks. Safeguards earn normally an amount which is higher than regular jobs due to a risk component in their salary. So, when there are less sites to safeguard, not only do they realize funds money on selling the site, they also save money structurally.

When approaching the selling process of real estate, in some cases the MOD implements a temporary management to have only maintenance costs and later on, when the market is attracted, the MOD could sell their site when the value of the site is presumed to rise in the future value (interview 13, workgroup MEA, RVOB).

#### 4.1.2 Ministry of Finance

The MOF is obliged to make sure the expenses within the central Government are sound and efficient. It consists of the tax department, fiscal businesses, national budget, general treasure and permanent secretary. As well as the MOD, the MOF also has to cut budget. In 2009 the real estate divisions of MOF, DOZ and GOB, were combined and formed the RVOB. Director consultation seaports ('DOZ') is an agency that makes policy for real estate. Joint development company ('GOB') works by the name of the central Government on area development projects (RVOB, 2005). The RVOB realizes spatial and financial goals for the government through area development, maintenance, buy/selling of governmental

sites and buildings. The RVOB is a part of MOF and is under the responsibility of the state secretary. They have two directives; real estate and development. The RVOB was recently moved and is now part of BZK. RVOB has to work 'market-driven'. The ministers and civil servants of the Ministry of the Interior and Kingdom Relations ('BZK') formulate policy, prepare legislation and regulations, and are also responsible for coordination, supervision and policy implementation (government.nl). BZK is obliged to maintain the values in the democracy. The maintainer of the state real estate ('RGD') cares for good housing of the Government and is an agency of the ministry of BZK. It realizes housing and maintenance of all governmental buildings and –services.

The Ministry of Economic Affairs ('EZ') promotes the Netherlands as a country of enterprise with a strong international competitive position and an eye for sustainability. It is committed to an excellent entrepreneurial business climate, by creating the right conditions and giving entrepreneurs room to innovate and growth by paying

attention to nature and the living environment and by encouraging cooperation between research institutes and businesses. This is how to enhance a leading positions in agriculture, industry, services and energy and invest in a powerful, sustainable country (government.nl). DLG is a public organization and allows for policy to be implemented. DLG is working with citizens, governments and stakeholders for housing, working and leisure with valuable nature, space for water and agriculture. DLG is an agency of EZ. Staatsbosbeheer used to be part of EZ, but became an independent governmental agency. Every year they make appointments with EZ about maintenance, costs and goals.

The department of Cultural Heritage ('RCE') takes care of the national heritage. They designate monuments, they maintain monuments and they take care of sustainable development of the monuments.

#### 4.1.3 New entities

In the end all ministries have to work together and cooperate. Some of the expertise and knowledge is necessary in more than one department or ministry, therefore there are some entities made to make the cooperation more accessible. Another task for the government is to ensure the legislation, regulations and procedures are properly implemented and applied.

In 2001 the Real estate Council of the Netherlands ('RVR') was created. They have the goal to strengthen the activities of the Government on the real estate market. Now the Government can operate as one party instead of various ministries (Ministerie van Financien, 2012). Recently a governmental real estate portfolio strategy is made (RGD, 2013). This is a strategy in which all real estate

of the government is included, this strategy is made by the Interdepartmental Committee for Governmental Real Estate ('ICRV') and they adjust the real estate strategies. In 2013 the first governmental real estate portfolio strategy is made. Both are supported by the directorate of governmental real estate. RVR is formed by directors-general of the agencies DLG, RWS, DOZ, RGD, DVD and is divided in three areas: Northeast, South and West (RVR, 2005). RVR has two policy goals; (1) RVR wants to make the Government a strong actor, (2) RVR wants to make the real estate activities more efficient (vastgoedvanhetrijk.nl, 2013). RWS is not a real estate service, but acts as a project organization that has ground and real estate to realize programs and projects.

Also some new entities were made in the central Government key to the processes investigated in this thesis, presented in figure 4.2. The RVB is a new governmental agency and consists of the RVOB, RGD, and DVD. The RVB is responsible for determining the real estate portfolio strategy. They collaborate with

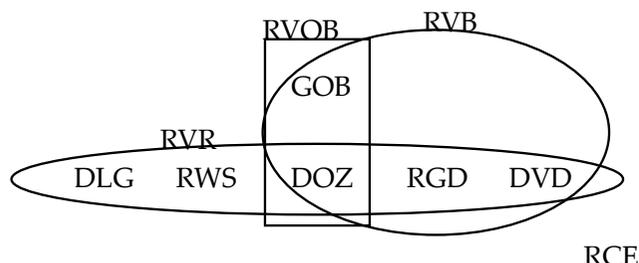


Figure 4.2 – Real estate entities of Government (Author's own)

the ICRV and RVR. The RVB manages and exploits, on a strategic, tactic and operational level, their own real estate to house civil servants and to support the primary tasks of the ministries. The RVB falls under direction of the ministry of BZK and tries to reach efficiency advantages, both financially and societal benefits. Within the RVB, the defense purposes always have priority (implicit), this also implies for other ministries such as RWS.

## 4.2 Strategy of local Government

In general the strategies of a municipality are translated in the policy documents, land-use plans and other visions. The land-use plan is a legal document that regulated the functions and spatial restrictions of a site. With the land-use plans the local Government has a lot of power. They can change the land-use plan and therefore determine to what extent they are willing to buy the site. The selling Ministry therefore cannot sell the site for the amount of money they would like to have. When a municipality makes the site as a nature zone, there is not much development possible and actors are less willing to pay a

lot for this site, but when they are planning for 2000 luxury houses there is more money to earn in comparison to the costs. Municipalities can use a preparatory act, this implies a new land-use plan is going to be made, but is not yet comprehensive. While a preparatory act is taken, there cannot be any development unless it is for renovation (Wro, 2006). When a building is demolished, another building cannot be build. All development is stopped until a new land-use plan is established or when the preparatory act is expired. Next to these legal instruments, local Governments also have to act transparent and therefore they use policies and visions. These represent the acts of the local Government in their city transformation.

A municipality cannot develop a plan itself, always another party has to develop the site (Rooilijn, 2007). The municipality regulates the building- and demolishing permits. These are required when developing.

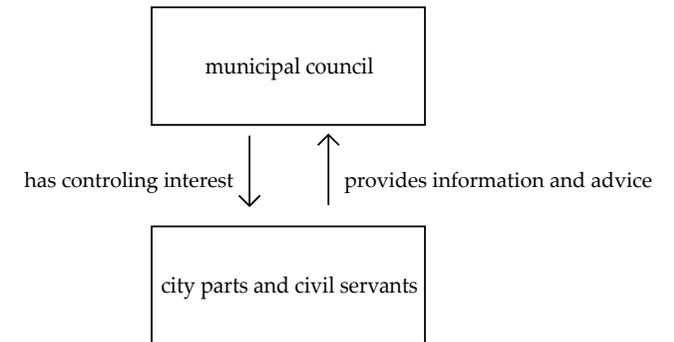


Figure 4.3 – local Government’s authorities (Author’s own)

To get good insight in the functioning of the local Government, one should look into the politics within the Dutch system. To provide a hierarchical view on policy of the total Government the highest in hierarchy is the ministerial council with its chairman, these are chosen via the Dutch voting-system. Within the ministerial council the ministerial departments are represented through their divisions. When policy or visions need to be implemented they go to the local governments (municipality) and within the municipal council, which also goes via a voting-system, the different political parties can use their cogency.

### 4.2.1 Municipality of Amsterdam

The municipality of Amsterdam exists of several departments, these include the DRO, OGA and PMB. These departments work together to get the best out of projects. (PMB) is in the Amsterdam case client of Dienst Ruimtelijke Ordening (DRO). The (OGA) takes care of the development parts within the governmental agency. The OGA and PMB take the decisions in the process, the DRO is more designing and analyzing the context.

Until March 2014 the municipality of Amsterdam exists of fifteen city parts. In the municipal council the political preferences are represented. There are two levels, the municipal (central city) and the city parts. Both central city and the city center have different influence on the politics. The political preferences of the main city are according to the results of the elections: PvdA, VVD, GroenLinks, D66, SP, RED AMSTERDAM, CDA, PvdD, Trots op Nederland Lijst Rita Verdonk. These are the most influential political parties and represented in the city council (Gemeenteraad, 2010). Labour Party ('PvdA')

would like to have a more active approach on participation in the decision making process. A mixture of functions, a stronger economy, and employment (PvdA, 2010). VVD would like to see a stronger economy, small scale employment, and counteract of empty plots (VVD, 2010).

Municipal purchasing policy for real estate  
In a normal situation a site will be available and the municipality as well as other parties can purchase such site. It could be a strategic purchase when in an early stage the municipality would like to change a specific area and get a good bargaining position they can acquire the land. In normal plans, there are several instruments to buy the real estate like the act on municipal preferences ('wvg') which gives the municipality the opportunity to 'reserve' the site to buy when available. The wvg is in this case of no use, because of the re-allocation procedure, which means when the ministry is selling the real estate they are obliged to present the site to other ministries. If they are not interested the estate will go to the province, region or municipality. If still no

one is interested the site will go through the process of an open tender.

#### Municipal development policy

The policies of the central- and local Government need to be taken into account while developing as well as the restrictions and legislation. Policies need to fit in the agreements with other municipalities and vision of the metropolitan region. With these agreements there is more restriction in the development of plans to which extent more quality would be added.

Amsterdam would like to keep the landscape around the site open. The green within the city needs to be protected, while other parts are compressed with their mix of functions, which will lead to (slow) transformation. Since Amsterdam has rich cultural heritage, this needs to be handled with respect (Gemeente Amsterdam, 2011).

To cooperate with the local actors, the municipality goes into discussion with the inhabitants and informs them to think and decide within the planning process. This participation is dependent on the development of the site. Involving citizens also implies a risk of creating expectations which are not always feasible. Attracting more actors into the process slows the process down, thus the municipality makes strategic decisions about how much to involve citizens.

### Visions

The Amsterdam 2040 vision is a municipal vision with regional aspirations. The other municipalities cooperated in defining this vision. The vision highlights a metropolitan area for the MEA project with its own destiny. Next to the metropolitan area, the development of the IJ-banks can be seen. The MEA is situated in the 'inner-IJ' and the Northern part lies within the height accents of the IJ-river, but all within the 2-km zoning of the UNESCO world heritage. This means within a two km-zoning there is a restriction of height (Gemeente Amsterdam, 2011). The structure vision also

implies an urban surrounding, open spaces and navy- and other cultural events, this can also be seen in the quote below.

*“Structuurvisie spreekt zich uit over een gemengd stedelijk milieu met voor een deel behoud van openbare ruimte en nautische en specifieke cultuurevenementen.” [Gemeente Amsterdam, 2012b]*

Translated: *“The structure vision pronounces a mixed urban area in which the public space and the nautical- and specific cultural events are partially maintained.”*

The municipal program states that the center already planned construction of 1000 houses by 2019, therefore housing construction could be planned after 2019 (Gemeente Amsterdam, 2012b). Offices could be there, if some are demolished, the same amount may return, but on the other hand there is an oversupply on office spaces and are therefore not included in the plan. Hotels could be placed; there are few hotels in Amsterdam and the MEA can provide a good spot. Even as retail development, but



Figure 4.4 – organizational chart (Gemeente Utrecht, 2007)

there are already a lot of plans for retail in the center. Planning events on the site was seen as an option. There needs to be a consumer to finance that kind of development; a consumer was missing in this stadium.

### 4.2.2 Municipality of Utrecht

The municipality of Utrecht consists of several departments such as: *diensten Stadsontwikkeling, Maatschappelijke Ontwikkeling, Stadswerken, and Ondersteuning*. These departments take care of the real estate development in Utrecht, see figure 4.4.

Political preferences in Utrecht are GroenLinks, PvdA, D66, VVD, CDA, SP, Stadspartij Leefbaar Utrecht, Trots op Nederland Lijst Rita

Verdonk, Christen Unie (Gemeenteraad, 2010). These are the most influential parties and are represented in the city council. GroenLinks ('GL') made policy for a socially, durable and eco friendly city. The anchor points are a trustworthy Government, a more green future and an undivided city (GroenLinks, 2006). Labour Party ('PvdA') is aiming for a strong and social city in which cooperation is needed, see quote. They established an action plan for housing to sustain the amount of houses (PvdA, 2005).

*"De PvdA vindt dat de gemeente meer aandacht moet geven aan samenwerking, zodat de partijen elkaar beter vinden"* (PvdA, 2005, p7).

Translated: *"The Labour Party believes that the municipality should give more attention to cooperation, enabling the parties find each other"*

Municipal purchasing policy for real estate  
The Municipality of Utrecht has a few instruments to buy a site. The act on municipal preferences ('wvg') which was discussed in section 4.1.2 can be used in normal situations.

Since the owner is the MOD, only a re-allocation procedure can be used, see section 4.1.2. When the Municipality still wants to develop the site they can express interest in the site. The MOD can decide to sell or to keep the site for own use.

According to the land policy memorandum of Utrecht (Gemeente Utrecht, 2006), the municipality distinguishes three options for purchasing real estate: strategic, anticipating and active. Strategic purchases are performed to gain ground position. Anticipated purchases are performed when plans are made, but not yet exploited. Active purchases are made within the frameworks of municipal council and the ground use.

#### Municipal development policy

Since the nineties the Municipality of Utrecht has long term programs. There has always been a huge demand for housing and accessibility of the city. The municipality needs to house their growing number of inhabitants and therefore they need to expand. The historical inner city consists of old, monumental housing and

they do not want to demolish it. The regional structure plan 2005-2015 (Bestuur Regio Utrecht, 2005) stated future buildings needs to be in the existing urban fabric. To build housing they need to expand, for example they were building a huge VINEX neighborhood called Leidschen Rijn. Since they grew and extended they are now closed in between other municipalities and therefore they cannot expand anymore and have to intensify their housing density. The Municipality of Utrecht made an agreement to build as much housing in the center as outside the center. At this moment they are thinking of expanding to the south or to the polder Rijnenburg. The prognoses are that the city Utrecht will grow until 2030/2040. Since the city center has pressure on developing plans in the existing city, they need to redevelop.

The municipality developed a participation standard in 2010 (Gemeente Utrecht, 2010). The goal of this standard is to involve citizens in an early stage to the process. This standard exists of five steps to be taken. The standard should not be seen as a protocol, but as a

guideline for civil servants who are responsible for participation in projects and improves the quality of participation. According to the participation standard there are four levels of participation: to inform, to consult, to advise and to co-produce.

In 2012 the UVO, a new entity for the municipality of Utrecht, is established (Gemeente Utrecht, 2012a). The UVO takes care of the municipal real estate.

#### Visions

The municipality has different visions when building the KKU. The structure vision (Gemeente Utrecht, 2004) states the mixture of functions required. In this structure vision the NHW was called a structural element. In the high-rise vision (Gemeente Utrecht, 2005), there is space to build higher than the predetermined 17 meter. The new spatial strategy of Utrecht pronounces an interaction of market and government (Gemeente Utrecht, 2012b)

The Uithof area is still expanding and other businesses want to join the development. In the vision of the Uithof (Gemeente Utrecht, 2007b) the ambition to intensify their development is included. There is also a express tram planned to the Uithof so the mobility issues will be limited. The A27 is under construction due to accessibility issues.

The air quality is quite poor in Utrecht, therefore the municipality made policy, to measure up to the EU standards for air quality in 2015 (Kromhout Koerier, 2010a; Gemeente Utrecht, 2009).

### 4.3 Strategy of private actors

According to van Gool (2000), the six most important developers are: builders, investors, financial institutions, corporations, affiliated specialist developers and the 'pure' developers. These are usually private actors. Private actors can have private strategies and visions and without exactly knowing who these are their strategy may not be clear. Since the central Government faces budget cuts, steering has become more important.

New initiatives can be performed by several actors. Local initiatives are performed by civilians, entrepreneurs, or other actors. These initiatives mostly contain the public space. Also developers actively pick sites to develop. To be independent, other ways of financing projects are found by entrepreneurs. Other forms of finance became more relevant such as: crowd funding, revolving funds, private investors, community funds, guarantorship, microfinance (Greenwish, 2012). Cooperatives between various actors can also be sought to ultimately reach benefits of scale. These private initiatives also mean indirectly that the influence of the central Government in projects declines. One of the recommendations was that they had to think from an innovation perspective.

## 5. Cases

This Chapter provides information on the two selected cases. The first is the Marine Etablissement Amsterdam ('MEA') and the second is the Kromhout Kazerne Utrecht ('KKU').

### 5.1 Marine Etablissement Amsterdam

The MEA is situated in the city center of Amsterdam next to the 'Oosterdok' water and the 'Oostelijke eilanden', as can be seen in figure 5.1. The 'Oostelijke eilanden' are: 'Kattenburg', 'Wittenburg' and 'Oostenburg'.



Figure 5.1 – situation of the MEA (topographic cart)

The site is separated from other housing and functions by water and the 'Kattenburgerdijk'. Amsterdam has 790.044 inhabitants (Gemeente Amsterdam, 2012) of which 5800 live in 'Oostelijke eilanden', next to the MEA. Figure 5.2 shows the site, which is situated in the vicinity of (main) roads and public transport. The Maritime Museum is located next to the site. The site is about 13 hectare of which 10 hectare is vacant. All buildings cover approximately 63.000 m<sup>2</sup> gross floor surface. The site has a historical context and a lot of characteristic buildings (Gemeente Amsterdam, 2012b). The surrounding of the site is visually closed by a historical wall. In Amsterdam the municipality and the city part governing the MEA ('Stadsdeel Centrum') are the local actors and the province of Noord-Holland and the central Government with its divisions are the central Governments that have influence on the development of this project. The project only started in 2011 due to budget cuts and introduction of the Herbeleggingsplan Vastgoed Defensie ('HVD') as introduced in Chapter one.



Figure 5.2 – aerial view (google maps downloaded 10-07-2013)

The vision about touristic development within the eastern inner-city (Gemeente Amsterdam, 2004) states the ambition of the municipality of Amsterdam to have more hotels, cafés, restaurants and retail developed in the eastern part of the inner city to improve the quality of the urban area. Next to this, the cultural institutions should be more visual.

In Amsterdam there is an enormous housing demand. Until 2019 there are approximately 1000 houses being build (Gemeente Amsterdam, 2012b). Cities, such as Amsterdam are supposed to be growing until 2040, when other small cities are declining.

NR	GEBOUW	functie	BVO (m2)	bouwjaar	staat	Verwachte actie	Reken exercitie	monument/waardering	Opmerkingen
1	woonhuis commandant	wonen	885	1963	goed	1	1	geheugen marine 20E	
1a	bunker			1963	goed	1	1		
2	ziekenboeg	kantoor	1133	1963	matig	3	2		
3	Kantoorgebouw Voorwerf	kantoor	4376	1660	goed	1	1	monument	
4	Botenloods	opslag		1995	goed	2	2		
6	Officiersgebouw	logies	2503	1964	slecht	1	1	nieuwe bouwen/marine 20E	
7	Wachtgebouw DBBO		286	1963	goed	2	2		
10	Garage	opslag	243	1951	matig	2	2		
11	Kantoor scheepvaartmuseum	kantoor	1093	1989	matig	2	2		wordt al gesloopt
12	Kantoor MVD	kantoor	1454	1962	matig	2	2		
14	Kantoor Marchaussee	kantoor	6500	2008	goed	1	1		gloednieuw
15	Kant TD/Naut/Divent/Transp.	kantoor	1030	1963	matig	2	2		
17	DVVO	opslag/kantoor	1087	1962	matig	2	2		
18	MOS gebouw	opslag	100	2011	goed	2	2		gloednieuw
22	Gebouw voor schietoefeningen		151	1965	goed	2	2		
23	Munitiebunker	opslag	28		grof	2	2		
24	Kantoor	kantoor	3116	1919	slecht	1	1	orde 2	renovatie aan de gang
25	Legering O + Off	logies	2387	1966	slecht	2	2		
26	Legering K+M	logies	9270	1986	slecht	2	2		
027L	Laagbouw	opslag	4474	2010?	goed	2	2		pas gerenoveerd
027W	SMD Kant	kantoor		1963	goed	1	1	unite d'hab/ marine 20E	pas gerenoveerd
027E	SMD Leg	plan voor logies	4474	1965	slecht	1	1	unite d'hab/ marine 20E	
28	selectiecentrum DPD	kantoor	4493	1965	matig	2	2		
29	selectiecentrum DPD	kantoor	5410	1963	matig	2	2		
30	ECA/KEK gebouw	congres	5700	1695	goed	3	2		pas intern verbouwd
31	Opslag Zeekadetten	huisje	243	1951	matig	1	1	orde 3	
34	Sportschool	sport	1018	1966	goed	3	2		
39	PCG-OK/Sail/GZ	kantoor	2401	1992	goed	2	2		
40	BEVO/Timm/AHC/KeepthemL	opslag/kantoor	1417	1992	matig	2	2		
41	Opslag scheepvaart museum	opslag/kantoor	4000	1995	goed	1	1	Liesbet van der Pol	
<b>Totaal</b>			<b>69271</b>						
<b>Som gebouw 1, 2, 3, 6, 24, 027W e E, 31 (excl. 14 en 41)</b>			<b>16730</b>						
<b>Mogelijke acties</b>									
1. Te behouden									
2. Slopen									
3. Twijfelachtig, eventueel tijdelijke exploitatie									

Figure 5.3 – buildings (source: Gemeente Amsterdam, 2012b)

In the MEA site there are no residents, only employees of the MOD. Around 400 people are employed there. Next to the site at the 'Kattenburgerstraat' some blocks of 1980 residential housing owned by a housing cooperation are present, with some used as student housing, which is in high demand due to the proximity of Universities.

On the edge of the site, next to the 'Oosterdok' water, is a quay, this means that it is only allowed to build outside a certain number of meters from the quay. This regulation is a safety measure. The site contains various buildings, some of them are new, just renovated, or already demolished; see figure 5.3. Most other buildings are characteristic and

need renovation. For example a monumental wall was built to segregate the military site from the public space, see figure 5.4. Three of the buildings on the site have the status of state heritage. This means these three buildings could only be renovated under special conditions. The other buildings have no monumental status and can be demolished if needed. The MEA is close to the protected UNESCO cityscape. This implies several rules have to be taken into account about the visibility lines and others to ensure



Figure 5.4 – buildings (source: Gemeente Amsterdam, 2012b)

the alignment with the UNESCO heritage guidelines. No high buildings could arise because of these regulations.

There are several serious ecological issues to address at MEA. The soil is polluted and due to regulations no development is allowed (VROM, 2009). The pollution first needs to be removed. The second ecological issue is that the site is close to a railway. Sound regulations suggest no more than 55 dB(A) tolerance on the residential housing façade, while for offices a higher sound tolerance on their façades is allowed.

### 5.1.1 History of MEA

Since the end of the 15th century, the navy was situated in Amsterdam on the 'Oostelijke eilanden'. A part of the MEA was built in 1655 when the MOD bought the site of the municipality of Amsterdam. They used to have a different location, now Uilenburg and Rapenburg, but around 1655 they moved to the MEA site. The 17th century buildings are state monuments. When the IJ-tunnel was built, around 1960, they had to transform the

site. They reclaimed the harbor to use the land for new development and other functions. This transformation opened up the harbor front of the site. Some archeological findings may be expected, when starting the new development. The surroundings of the site also used to be different; at the 'Oosterdok' the city beach and a public pathway were located. Recently at 'Oosterdok' the library, some hotels and the conservatory were built.

According to figure 5.3 there are 30 buildings on the site, three of them are monuments. 'Voorwerf' is a state monument as well as the original carpentry workshop, see picture 3.2. There are also other interesting buildings on the site, like the Maritime Museum depot, which is built by the former chief government architect, Liesbeth van der Pol. Another one is the new Marechaussee building. Next to these, the MEA consists of a helicopter ground, some training and medical offices, some emergency locations and equipment, a harbor and congress facilities. The historical navy collection (owned by MOD) which was stored at the MEA has been transferred to

the Maritime Museum (interview 18, defense staff). For some people the site has emotional value; former or old marines consider the site as historically valuable. The site used to be only for marines, but most navy functions of the site have been placed elsewhere. The site was slowly losing its function and therefore it was filled with other MOD functions. To conclude, the MOD functions were not context-based and could be transported elsewhere. That is where the HVD came into view.

#### Plan description

Some of the buildings are already demolished, but due to the preparatory act, see Chapter four, the other buildings are kept until the new land-use plan is established. The preparatory act does not support development other than renovation and maintenance. Since the three monuments are kept the municipality started some studies on the possibilities of site development.

In the study 'Eindrapportage Verkenningsfase' three models were used: 'Dok', '50/50', and 'Campus'. This thesis only goes into depth of

the most agreed 50/50 model, since no plan is yet final. The 50/50 plan, as the name shows, consists of 50% build and 50% non build surface. The 50/50 plan is a compromise between the MOD and the municipality of Amsterdam (Gemeente Amsterdam, 2012b). The site is planned in such a way that there will be a lot of green spaces. A bridge will be built to connect to the Central Station. Housing, a hotel, offices, catering facilities and other societal functions are planned as well (interview 5, work group MEA, municipality). The road capacity is poor, but they could have to be transformed because of overcapacity when the functions change and other changes in the environment. These findings are excluded in the report (Gemeente Amsterdam, 2012b).

### 5.1.2 Timeline

Already in the nineties, the municipality expressed interest in the site (interview 9, local VVD politician; interview 13, workgroup MEA, RVOB; Volkskrant, 2011; Parool, 2011). In 2002 they again expressed interest in the site (Gemeente Amsterdam, 2012b). As the MOD still operated the site, no further

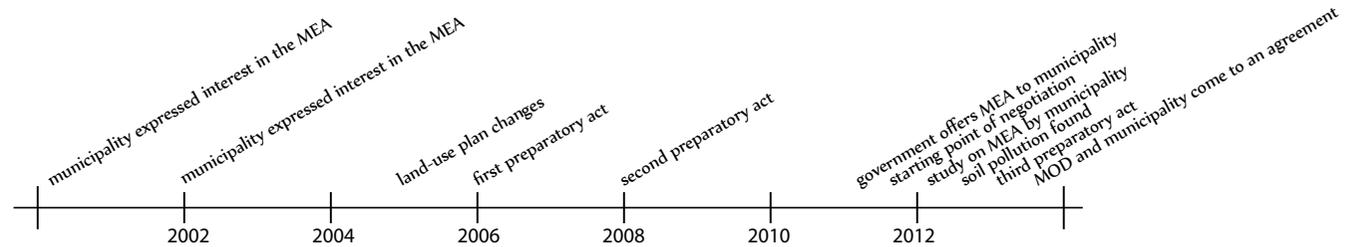


Figure 5.5 – timeline MEA (Author's own)

planning started. In 2005 the municipality changed the land-use plan, but the MEA was excluded, because the Provincial Executive (Gedeputeerde Staten, 2005) overruled the new land-use plan. In 2006 the municipality took the first preparatory act, this means no site development is allowed due to its transitional situation. In 2008 the municipality established a second preparatory act. At that time the MOD began to think about selling the site. And finally, in 2011 the MOD offered the site to the municipality. The negotiation process started. In 2012 the municipality started to study the possibilities of the site. At the same time other studies were made (XOOMlab, 2010). The studies led to proper insight on the site and to the pro's and con's. Therefore a research on soil pollution is performed and the results showed an amount of soil pollution. A

third preparatory act was established in 2013 (Gemeente Amsterdam, 2012a). In March 2013 the MOD and the municipality of Amsterdam came to an agreement to develop the site. They both are investing in and profiting from the development. The municipality is finalizing the financial plans and calculating the results. These most important events can be seen in figure 5.5.

### 5.1.3 Actors

Different actors were involved in the process. The main ideas they had to take into account when developing the site are described below.

#### Central Government

The central Government, and more specific the MOD, used to be the landowner. In May 2013 the central- and local Government came to an

agreement to develop the site in cooperation with municipality of Amsterdam (dichtbij.nl, 2013). The MOD is still landowner, but when a developer wants to buy a part of the site the RVOB takes care of the selling process.

The MOD had to ensure the site was redundant before selling it. For selling sites to other parties, the MOD has to follow the reallocation procedure, as explained in Chapter four.

The MOD as a part of the central Government needs to communicate with the other departments. As the MOD is obliged to protect the King and Queen, the site was often used to land the royal helicopter to go to the Paleis op de Dam and other important meetings in

Amsterdam. MOD also has the obligation to act as backup location in case of severe riots in Amsterdam and other Dutch cities. In contact with the RVOB the MOD made HVD and the MEA was part of this plan of selling the governmental real estate. This has led to a possible cooperation between central- and local Government.

The minister responsible for MOD changed. The former minister H. Hillen expressed the intention to cooperate with the municipality. The new minister J. Hennis-Plasschaet, inaugurated in 2012, can decide to do things differently.

*“In het te voeren overleg tussen het Rijk en de Gemeente over de ontwikkelpotentie van het Marineterrein is naast de potentiële waarde van het terrein ook het moment waarop deze waarde gegenereerd wordt een belangrijke factor”* [Gemeente Amsterdam, 2012b, p9]

Translated: *“In the conducted dialogue, between Government and municipality on the potential development of the MOD site, is next to the*

*potential value of the site also the moment when the value is generated an important factor.”*

The above quote implies the MOD and the municipality are negotiating the price, but they have not reached an agreement, nor a transaction date. The MOD wants to receive the potential value, and the municipality would like to pay the existing value. When the land-use plan changes, the value changes as well, as explained in section 4.2.

A PPP-project can provide a simple view on the expenses of for example the MOD. MOD immediately knows what the expenses of a building are. There is now insight in the energy costs, the maintenance costs. Before PPP-constructions this was not clear and the MOD does not have an overview of these specific costs (interview2, policymaker RVR).

Municipality of Amsterdam  
Amsterdam wants to open up the site for the public and to connect it with the rest of the city. As the municipality does not have money to invest in the development of the site, they need

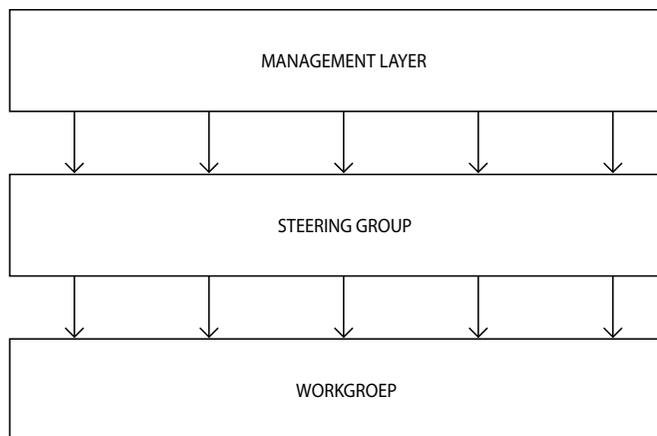


Figure 5.6 – Management layers to produce plans for MEA (Author's own, based on interview 4 and 13, workgroup MEA)

type of role in the process of MEA	actor	basic role	interests	policy	risks	
landowner	Ministry of Defense	wants to sell land	public (real estate) goal	safety protocol	Existing monuments	
			defend land	more use of PPP-constructions	soil pollution	
				reallocation protocol	low value	
				legislation	bad negotiation position	
					dependent on politics	
landowner(2) or developer	Municipality of Amsterdam	wants to buy land	develop the innercity	profit	retain monuments	
		market	wants to develop and profit financially	open the area	land-use plan	negotiation
				develop to own needs	visions/masterplans	high value
				gain profit	legislation	politics
			pressure on housing market			
public sector	Municipality of Amsterdam	contact with citizens	nature development	participation	legislation	
			enabling role	economic development	visions/masterplans	participation
				participation	procedures	policy
					land-use plan	slow process
government agency	Municipality of Amsterdam					
planners	Municipality of Amsterdam	Straighten the Urban Development of Amsterdam	low social problems	legislation	municipalities own rules	
				good design	nature restrictions	
				help local issues		
				encourage development		
			prevent undesirable development			
financial institutions	Municipality of Amsterdam	finance the project	high profit to invest elsewhere in city	masterplan	undesirable market conditions	
			wants to develop and profit financially	high quality development	visions/masterplans	short- vs longterm decisions
				attractive to city	budget	
building constructor	not yet					
agents	Municipality of Amsterdam					
	Central Government					
professional team	Municipality of Amsterdam	managing the project to satisfying results	gain profit for their work	developer decides	risk management for developer	
				estatics	energy saving	new technologies
				technical issues	sustainability	
objectors	citizens	participation	qualitative development	participation policy	time efficient	
	surrounding cooperations			legislation		

Figure 5.7 – table of actors MEA (Author's own)

	MOD	Municipality	RVOB	Politics
Power	MOD has a good position, but is dependent on the municipality. Power lies with the municipality due to the land-use plan. Cooperation is the most effective method.	Municipality has a good position, because MOD wants to sell. They created a negotiation position. Money governs and they had duty of confidentiality to remain this position. Three administrative levels were created. Finally they decided to cooperate.	In the end a 50/50 investment was agreed: only the land remains property of the central Government until sold.	Less money means another act of power. The local politics had few influence due to the land use plan and the termination of the powers held by Stadsdeel Centrum. Now Mayor and Aldermen have power.
Resource dependency	MOD had no money and wanted to sell the site. RVOB regulates the selling process. In a later stage the developers would take part in the process. Knowledge is internal in the organization, but the RVOB was used for taxation. Some policies and statements were made and MOD has to act in this way.	Municipality have their own finance department, they calculate the studies and concluded that intensifying the land is needed. The developer enters the process in a later stage.	Crisis can be seen as an opportunity	Politicians need to be included through politics even if they do not represent the coalition. They have good knowledge on the local needs and incentives as well as the general process.
Multi-actor	MOD has to deal with budget cuts and therefore needs some profits. Due to Stef Blok (Minister of Housing) the real estate needs to be profitable. National safety interest and MOD personnel need to be taken into account.	Municipality sees the history of the city which is valuable. To be intensified by adding more green areas, make MEA public, mapping the site and make crossovers and activate the relation with the Oosterdok.	Wants to develop in cooperation with the municipality (and MOD).	Needs to be (re)elected in 2014 and would like to see something special on the site.
Policy process	MOD wants to postpone their investment. A PPP can be used. RVOB manages temporarily and when market rises, than selling in phases. Cultural heritage can increase the value.	Negotiate with MOD and RVOB in the three administrative layers. Also they made some visions and studies to help the process.	Advise the HVD and would like to see cooperation with the municipality.	There are struggles between the central city and the city parts. The coalition and opposition are not cooperating, but through lobbying they can intervene in the process.
Management	MOD wants to maintain, but it had negative effects on the employment and economical climate of the city.	Municipality wants to add green spaces and housing to the site and used the three administrative layers. Empty office spaces, environmental issues and traffic issues are of concern.	Wants to see mixed functions.	Local and city needs differ. Green, housing, hotels and harbor functions should be added.

Figure 5.8 – Summarized table of interview results sorted according to the five components (Author's own)

to earn money during the development phase. The city part center wants to realize a new city park, which will contribute to the “green” spaces in Amsterdam (Stadsdeelcentrum, 2010).

Cooperation between municipality and MOD No developer has yet been chosen, while the municipality can still decide to develop the site itself. The central- and local Government require a developer to buy the site to safeguard their investments: as they each provided 50% of the investment costs. Private enterprises will have to buy buildings they desire and renovate, if needed, at own costs.

The actors worked together to get good results. Three layers of management can be identified. The first and most abstract level is the management layer, which consists of ministers and the mayor. The second layer is the steering group and consists of employees of MOD and municipality who get direct orders from the minister. The third layer consists of employees of MOD and municipality together with some experts, who take care of the operational level

and analysis, see figure 5.6.

#### Other important actors

The RVOB and politicians are both important actors in this process, as already explained in Chapter four. RVOB only contributes to the MEA project because the RVOB advises the MOD on their HVD policy and sells the governmental real estate. Developers are also important is the process, but in a later stage. Xoomlab and students studied on the sites’ possibilities. Some local participants also took part in the workshops.

All results of the interviews can be found in the appendix 3-7. The table above summarizes the actors interviewed.

#### 5.1.4 Strategy

First of all the Municipality of Amsterdam expressed interest in the site. In a later stage the MOD reconsidered their use of the MEA and found another option for the current use, such as the site near Schiphol, which could be used in case of war or emergency. Meanwhile the municipality did some studies on the site to

find the possibilities of the site. These studies were financially calculated to provide better understanding to what extent the site can be developed.

When the MOD was convinced to sell the property they had some demands for the development of the site (Volkskrant, 2011). To a large extent the site will be sold, but a small part was new and they would like to retain the new Marechaussee building. This means they can still use a piece of the site. However, they would like to have an own entrance. The negotiations are not completed entirely and changes are still possible. The MOD and municipality decide to develop the site together. MOD and the municipality researched the site with help of others that already studied on the possibilities of the site.

The municipality of Amsterdam aims to have the surrounding inhabitants to participate. The aim of the municipality is to make the terrain more public. More MOD functions will leave the site in the near future. There are some thoughts about temporary uses (interview 5,

workgroup MEA, municipality).

*“Deze studie betreft een (globale) verkenning naar de ontwikkelingsmogelijkheden die bij voorkeur uitmonden in een ontwikkelingsstrategie” [Gemeente Amsterdam, 2012b, p.11]*

Translated: *“This study is a (global) exploration of possibilities for development which preferably lead to a development strategy.”*

The preparatory act, as explained in Chapter four, is used by the municipality to stop the further development until the land-use plan is finished.

### 5.1.5 Risks

The soil is polluted and needs to be remediated before actual building starts. This could lead to the possibility of archeological findings, since the site was man-made, just as the Stork site was, where archeological artifacts were found as well. The soil contamination is addressed in the quote below.

*“Huizen, een park, hotels; de opties voor de nieuwe functie liggen nog open. “Maar om te mogen bouwen, moet je kunnen aantonen dat de grond schoon genoeg is zodat de mensen die er gaan wonen, geen gezondheidsrisico lopen”, zegt bodemdeskundige Paul Römken van onderzoeksinstituut Alterra van de Wageningen Universiteit.” (NAP, 2012)*

Translated: *“Houses, a park, hotels; the options for new features are still open. “But to be able to build, one should be able to demonstrate that the soil is clean so the people who would live there do not risk health problems,” said soil expert Paul Römken of Alterra research institute of Wageningen University. “*

The environmental aspects, such as noise and air quality have to be taken into account. The railways in the vicinity generate a lot of noise, while residential housing can only be exposed to 55 dB(A), according to current legislation.

Traffic flows can be hampered because of additional buildings and infrastructure to the site. The residents of the surrounding

neighborhoods expressed their concerns about the alleged traffic increase as they feel they were not involved in the planning process.

As the safety protocol of MOD suggests, big cities need to have a place to store military vehicles in case of emergency.

The central Government has a hidden agenda. Some of the MOD information is classified. This is a risk for the developer. The developer needs to act with less certainty.

## 5.2 Kromhout Kazerne Utrecht

The KKR is situated in the eastern part of Utrecht, next to the Highway A28, one of the main roads in that part of the Netherlands. The KKR is about 19 hectare. Across the site is the Stadion Galgenwaard, a local soccer stadium and is situated next to the Waterlinieweg. The main entrance of the KKR is a Statemonument and is situated on Herculeslaan 1, see figure 5.9. Utrecht has 316.277 inhabitants (Gemeente Utrecht, 2012), the eastern part of Utrecht has 31.071 inhabitants (1 jan 2013). The main problems in the neighborhood that need to be

solved are the traffic problems, pollution and maintenance of the public space, criminality, and drugs nuisance. The neighborhood is considered as one of the richer areas of Utrecht.

The KKU is a part of the Nieuwe Hollandse Waterlinie ('NHW'). In the 17th century the Hollandse Waterlinie was built to protect The Netherlands in times of war. As Utrecht was excluded it was decided to build the NHW around 1870, this time Utrecht was included.

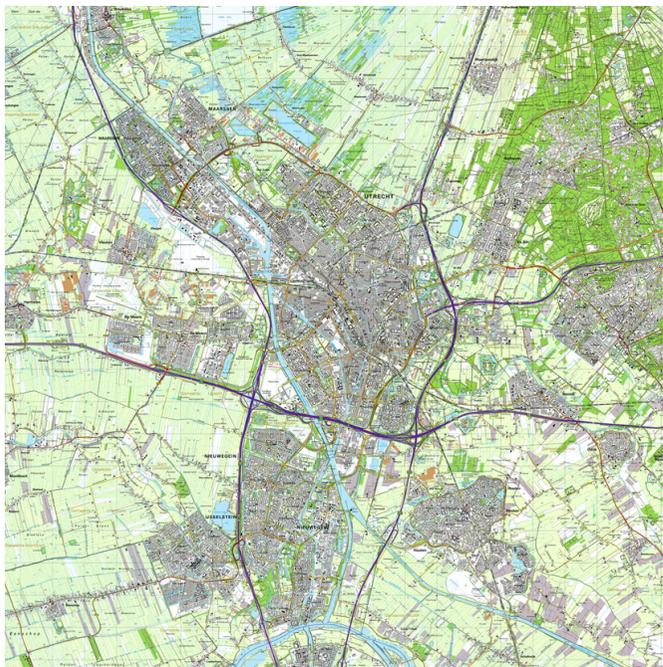


Figure 5.8 – Utrecht (topographic card)

The part of NHW was not the only valuable feature of the KKU. Also other buildings are telling stories about that site, which had to be taken into account when redeveloping it. Furthermore, around the nearby 'Weg tot de Wetenschap' live a lot of bats, which are protected by the Natura 2000 policy.

In Utrecht there is an enormous housing demand. The region of Utrecht has the largest housing demand within the Netherlands, Amsterdam is second (vbo, 2009). Cities, such as Utrecht are supposed to be growing until 2040, when other smaller cities are declining.

### 5.2.1 History of KKU

The KKU-site has grown organically to its current size as it was a military site for over 200 years (Oostkrant, 2011). The site consists of various buildings, containing workshops, garages for repair of military vehicles, offices and catering facilities. The buildings had all some monumental value (interview 11, municipality). Only three of them have the status of 'state monument' and are therefore of higher value and to be protected. These three



Figure 5.9 – land-use plan

buildings, part of the NHW, are called: the 'Brug met de Twaalf Gaten', the 'Tamboershut' and the 'Bomvrije Wachtruimte'. These monuments were restored by the developer. The other buildings were not nominated as monuments, because they were built after 1940. When the monuments were nominated for monumental status, only buildings before 1940 were seen as potential monuments. Only when the MOD and the municipality of Utrecht mentioned the buildings and their values, the municipality assessed their possible monumental values. The water 'Kromme Rijn', as a defense line was used when the NHW was

built and is now considered as a natural border of the KKU site. The old barrack where the University college is housed used to be a part of the KKU. The site of KKU always was and still is property of MOD.

#### Plan description

The KKU site fell out of military use and the new development of the site consists of 78.000 square meters of office space (BVO), a parking garage of 750 places, a meeting center, sport fields and facilities for alloy of soldiers. All MOD's land forces were concentrated at this site, thus including next to the offices also workspaces, officers housing, and other military functions (Raadscommissie voor Stedelijke Ontwikkeling, 2006).



Figure 5.10 – entrance building Kromhout Kazerne (source: Wikimedia commons)

The plan is based on three concepts. These are the 'field', in which some alloy buildings, sport accommodation, the meeting center and the restaurant are situated. Next to the field, the site consists of a green 'wig' full of green spaces, trees and two monuments which cuts across the site. A lot of trees have been maintained or replaced. Also the water functions as a defense line and points at the NHW. The 'strip' is the last part of the site in which the office buildings and the third monument are situated (Kromhout koerier, 2010). The developers performed the renovation of the three monuments as a part of the NHW. The design team brought back the form of the old fort in the design.

In order to stay within the restrictions of the existing land-use plan, as shown in figure 5.9, the buildings are not higher than 17 meter and a maximum of 35% can be built (Post Planjer, 2009; Gedeputeerde staten, 1988).

However, reports differ on the amount of workplaces. Concept of HNW was applied after the first designs and it changed the plan

from 2000 to 3000 workplaces. According to the Minister of Defense there would even be 4300 employees (kamerstuk 32733-47). When verified (E. Visser), at the moment 3350 workplaces servicing 3000 jobs and later on 4000 full-time equivalent ('FTE').

#### 5.2.2 Timeline

In the nineties an old casern of KKU was sold to the University College Utrecht. Back then, the MOD did not do anything with the KKU and they planned to dispose the site. This is when the municipality saw the unused site of MOD, KKU, and expressed its interest in the site. The municipality would like to own a piece of KKU to develop housing (Raadscommissie voor Stedelijke Ontwikkeling, 2006). At first, MOD refused to sell the site to municipality. Then, in July 2005, the MOD changed their plans and decided to redevelop the site to house other defense staff who were temporary located in the nearby Knoopkazerne (Kamerstuk 83922, 2005). The MOD opened up an European tender from July 2006 to January 2008. Seven parties tried to win the tender and in the end Komfort won. The Municipality of Utrecht

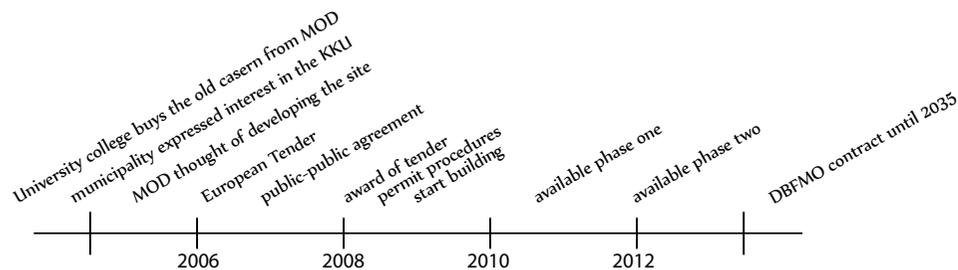


Figure 5.11 – Timeline (Author's own)

was not very pleased, but they had no formal privileges. The Municipality of Utrecht suggested a public-public agreement which involved three sites of the MOD in Utrecht. In 2007 they came to an agreement on the three sites. The municipality used pressure on the development of the KKKU to push the deal forward. The three sites were: (1) the KKKU in which the MOD could develop, (2) the Knoopkazerne, near Utrecht Central Station, which the RGD intended to develop, and (3) the Merwede kanaalzone 4 in which the Municipality Utrecht was interested in for housing development (Gemeente Utrecht et al., 2007; Gemeente Utrecht, 2007). In April 2008 the tender was won by the consortium Komfort. The permits were given in July 2008 and in February 2009 the building process was started and the first phase was finished

by December 2010 and the second phase by January 2012. Due to their DBFMO contract, Komfort needs to maintain the KKKU site until 2035. At the same time the MOD is checking if Komfort is maintaining the building properly. Five years before the contract ends, the MOD and Komfort will be discussing the state of the buildings and what Komfort has to do to properly return the site to the MOD again. Most important events can be seen in picture 5.11.

### 5.2.3 Actors

The Government

The MOD has always been the developer of its own sites and they have all the skills to develop the site. There is a Government policy to use PPP constructions, which MOD had to refer to and therefore assigned the market parties develop the site.

MOD wanted to develop the site in order to use it again. The site was out of use and there was initiative to cluster the Defense departments. The departments wanted to be located closer to each other to have more interaction, therefore they decided to get together to the KKKU site when developed. Some of the offices from The Hague were moved to this site. Next to this movement the NHW was introduced, this means offices need less space and people are now encouraged to work from home or some other place. Furthermore, due to international military cooperation less sites are needed to practice.

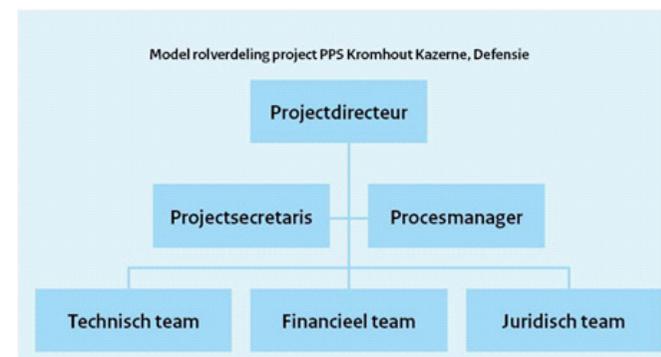


Figure 5.12 – Rolverdeling (Source: concurrentiegreichtedialoog)

The MOD already owned the KKU site, therefore the development of the site is less expensive. Also it could have been hard to sell because of the soil pollution.

Since the MOD had to do a PPP-project which lasts 25 years, the contract manager of Building- and terrain management (DVD) looks after the contract. This means whenever a change is wanted, the consortium needs to perform the task. The tasks, presented in figure 5.13, are divided between different employees. The information of MOD was comprehensive and made contact with the developer easy.

### Consortium Komfort

Komfort BV is the party who won the public tender and could develop the site. Komfort consists of three parties, these are:

- » Ballast Nedam Concessies
- » Strukton Integrale Projecten
- » John Laing Investments Ltd

These parties jointly cooperate as one party. To do this, they made a schedule of the work to be done. This is described in the figure below. All parties have their own field of expertise in the process.

### Municipality of Utrecht

Since the MOD and Komfort decided to stay within the land-use plan, they only needed to obtain the building permit. This implies that the municipality does not have a specific role in the process. The land-use plan was established on 25 February 1988 by the municipal council. The municipality is obliged to accept a building permit when it is in conformity with the land-use plan. They do not have any influence in the process what so ever.

Earlier in the process the municipality asked the MOD to sell them a part of the site to develop. This was in an early stage when there was still a demand for housing in Utrecht-Oost. Later on, they revoked their request, due to the MOD's changing situation.

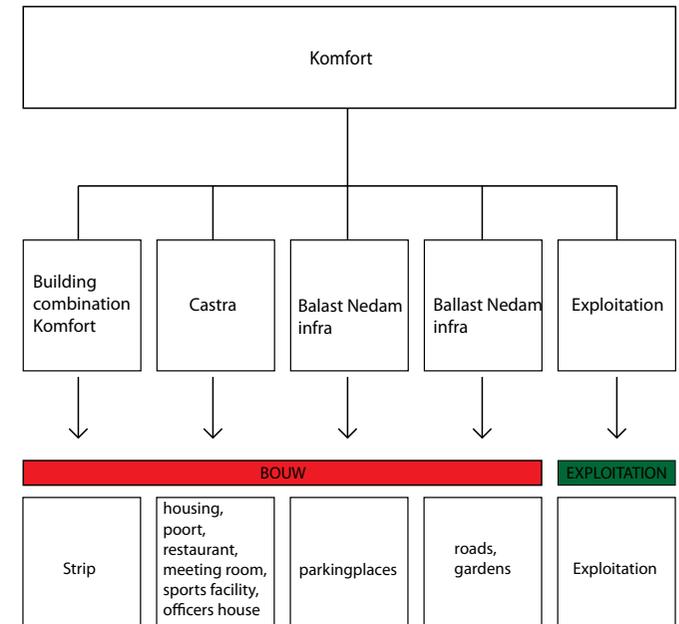


Figure 5.13 – Organization of the consortium (Author's own)

The municipality had no influence to use a 'tournament de pouvoir': demanding compensation through other processes. Since they had to reset the 'traffic lights' at the Herculesplein to sort the traffic jams and to make an extra option to go 'right' to reach the entrance, the municipality asked the MOD to help investing in the surroundings and finally the MOD agreed to give a small amount to the municipality to develop the extra driving lane to go right next to the entrance.

type of role in the process of KKU	actor	basic role	interests	policy	risks
landowner	Ministry of Defense	wants to develop land for own use	save investment	safety protocol	Existing monuments
			develop according to policy	more use of PPP-constructions	soil pollution
			long term goals	legislation	not desired development
			lot of employees		risk management
developer	Komfort	wants to develop and profit	gain profit	profit	retain monuments
			work	land-use plan	negotiation
				visions/masterplans	building permission
				legislation	long contract
public sector and government agency	Municipality of Utrecht	contact with citizens	low investment in public space	participation	low quality
		enabling role	economic development	visions/masterplans	traffic flows
		provide development	build housing	procedures	high public costs
			quality	land-use plan	
planners	Ministry of Defense	develop nice buildings	good design	legislation	municipalities own rules
	Komfort		public spaces	nature restrictions	technical difficulties
					provide money from all parties
financial institutions	Komfort	finance the project	high profit	intern profit	high costs
	John Laing Lasalle	wants to develop and profit		budget	short- vs longterm decisions
building constructor	Komfort	build the plans	quality	legislation	changing plans
	Ballast Nedam		gain profit		purchases
agents	Komfort	chack contract	new plans	settled in contract	read between lines
	Ministry of Defense		ideainvolvement		unclear who's risks they are
professional team	Komfort	managing the project to satisfying results	high quality	developer decides	classified information
	consortium		estatics	energy saving	technical constraints
objectors	citizens	participation	low costs	sustainability	changing plans
	Municipality of Utrecht	critisize	qualitative development	legislation	no influence in participation
			personal profit	no formal rights	

Figure 5.14 – table of KKU (Author's own)

	MOD	Municipality	Komfort	projectbureau NHW
Power	MOD had much influence in the project. They were both landowner and user of the site. During the DBFMO contract MOD manages and ensures the contract will be complied with and therefore they have power over the consortium due to the financial aspects. On the other hand they have power with the consortium to cooperate and discuss what is needed.	The municipality had almost no influence in the project, although they were involved in the early stage of the project.	Komfort had much freedom in the design and materials they choose. They only had an output related contract where the design had to fit the preferences of the MOD.	Projectbureau NHW had almost no influence, but referred to the documents and agreements, the other actors needed to act a bit in this direction.
Resource dependency	MOD had to cut their budget, and therefore as well their exploitation costs. Due to policy they had to use PPP-construction. They had no money and deemed that the reuse of the KKV site was cheaper. For developing they did not need own investments, but Komfort invested with loan capital. They used their own knowledge and some external knowledge as information sources. A quality team was composed of MOD, municipality of Utrecht and the Chief Government architect. Some government-wide policies had to be introduced in the plans as well as the committee on the NHW and the advice from the aesthetics committee.	The municipality pay for external costs, but wanted money from the MOD. They produced the building permit for Komfort. Their knowledge is intern and also external knowledge could be used. Municipality has to respond to the Governmental policies.	Komfort takes care of the financial parts, the production. For knowledge they are dependent on the Municipality in respect of the building permit, MOD for their wishes, and the bank for their knowledge on profit. For legitimacy they are dependent on the municipality and MOD.	Projectbureau NHW only had knowledge on the NHW in house, the other aspects were not important in this process.

Multi-actor	MOD went, due to the budget cuts, back to their core value. Exploitation is a part of this. Good communication between actors is therefore important. They strive for quality and more nature development in this process. Efficiency and flexible are keywords. A good contract is necessary. The final plan has to be of good quality (atmosphere, nature, design, sustainability, etc.). Time quality and money were most important aspects. User needs to be unburdened. There was an integral method. There was time pressure due to housing of land forces.	Municipality wanted to build housing and earn money. They would like a good plan with green areas and no traffic constraint. Best would be housing with high-rise and space for housing. They have a city deal and the city performs itself to promote knowledge and culture. Cultural heritage needs to make development possible, therefore the buildings were analyzed.	Komfort is required to be up to speed due to fees. They also want to reduce risks.	Projectbureau NHW wants a public area and renovation of monuments who are part of NHW. They can enforce through the committee on NHW.
Policy process	MOD were obliged to do PPP-project and together with the DBFMO contract, this led to delegation. The city deal was a tactic movement to enforce building KKU, since the municipality were not happy. MOD produced a flexible contract and inserted a quality-team to choose who got the tender. Participation was before procedures to inform the civilians and to listen to their needs.	Municipality had a city deal which was a tactic movement to enforce MOD selling one of the three military sites in the city of Utrecht.	Komfort used sustainable materials to reduce expenses on maintenance.	Projectbureau NHW used the agreement of the committee on the NHW to enforce renovation of the monuments.
Management	Management to the core of the MOD and decided not to make the site redundant, but use the site. MOD has a flexible contract and manages the contract, upon ending the contract the KKU is transferred back to the MOD. The aesthetics committee checked the housing. Movement of employees to the city and have a flexible amount of employees in the KKU. Building low-rise buildings due to proper communication between employees. Project needs to be sustainable.	Municipality had a city deal to build more housing. They assumed to have enough housing and only housing was needed. They have an area-manager to take care of a green plan and the monuments.	Komfort could not face delays in their designing and building process.	Projectbureau NHW used the committee on the NHW to decide.

Figure 5.15 – table of KKU (Author's own based on five components)

Since the MOD wanted to get some sightlines (zichtlijnen) to the site they asked the municipality to help them cut some municipal trees outside the KKV premises. These trees are part of an ecological zone for bats and are protected in this area, therefore the municipality decided to leave the green parts next to the Weg tot de Wetenschap as they were.

The University of Utrecht as well as the Academic hospital, which are situated in the Uithof are of importance when analyzing the surroundings of the site. There is much development in these sites and it could not be expanded anymore. Other sites to develop are sought.

#### Projectbureau NHW

Projectbureau NHW is a part of the DLG and wants to reach maintenance of the cultural heritage through development of the Defense line. In the note Belvedere (OCW, 1999) the national policy to protect the cultural heritage with as base the maintenance through development (hollandsewaterlinie.nl, 2013).

#### Other parties

Next to the MOD, municipality and the consortium other parties were involved in the process on the designing parts such as the RVOB and civilians. The design team consists of Meyer en Van Schooten Architecten, Karres en Brands landschapsarchitecten, and architectenbureau Fritz. The urban planner was Hans Davidson.

All results of the interviews are summarized in the table 5.15. The appendixes 8-12 contain all relevant information of the actors interviewed.

#### 5.2.4 Strategy

The MOD established an open tender and selection procedure (interviews 2 and 18, policymaker and defense staff). This led to various designs of consortia. The best was tested through a quality team.

For this project a PPP-construction is used and a 25 year DBFMO-contract was signed. The MOD wanted to use more PPP-constructions as describes in Chapter four. MOD was short on budget. MOD calculated that PPP could be

used to cut approximately 15% on the budget. Political decisions of 2005 demanded that more PPP should be used. They had a slogan 'meer met minder' more with less. To go back to the core values and do the same with less money (interview 3, policymaker RVOB). Another trend for MOD was that the civil servants should be more on one location to cooperate better and for easy communication and less car traffic (Interview 6, policymaker DVD; 15, project manager MOD).

The MOD wanted to stay within the land-use plan to speed up the process. No procedures had to be followed (Interview 15, project manager). The 'Voortgangsrapportage' (2005) states that the MOD's KKV has to be completed by 2009.

MOD, RVOB, RGD, and municipality signed a city deal about the KKV and two other sites of the MOD in Utrecht. In this deal the intention of the actors are established. All actors have the intention to act in this line, mainly because they should avoid press charges against each other.

### 5.2.5 Risks

Information disclosure might be a risk since Defense buildings are involved. Some information could not be given due to classification, such as drawings. The research on the level of groundwater pollution was performed by the MOD, but it turned out, in a later stage, to be larger than expected. Also some other spots of pollution was found. Most of the polluted soil was mapped, but some was worse than expected (Rechtbank Utrecht, 2006) and had to be purified. This led to different choices and (re)designing the original plan. They wanted to apply a heat pump system (warmtepompsysteem), but they did not want the polluted water in the pipes, so they were forced to use the traditional heating system.

The construction period was short, so if some delay occurs the project slows down. Also the land forces were situated in the Knoopkazerne. Delays of this process could slow down the city agreement with the municipality of Utrecht.

Changes in the program during the process, were made, as with the heat pump system. A more serious change in the first phase of the process was encountered: the basic assignment was 2000 jobs but in the end it was decided to locate 3000 employees on the site. So an additional building, a bigger restaurant and other extended infrastructure was required. Komfort got three months to arrange for the additional building.

Flexibility of the developer is required due to altering policies which can also lead to changes in the plan.

Because the Komfort BV was a composite party they had some problems in their planning. The building phase was not finished yet when they started to refurbish the building due to miscommunication. Since the sub contractors of Komfort had to cooperate it is hard to define the risks and liabilities.

As every real estate project, this project might be sensitive to fraud. Ex post it is felt that some employees had too much power in the process without anyone to control. The media coverage also suggests this, although this was never proven (RTV Utrecht, 2012; De Utrechtse Internet Courant, 2012).

## 6. Comparative analysis of cases

In this Chapter the two cases are a comparison of the five factors and is in the analysis tested on its effectiveness.

### 6.1 Power

Power is in this thesis measured by '*power to*', '*power over*', and '*power with*', see Chapter two.

In the MEA case, the municipality had '*power over*' MOD development due to the land-use plan and its preparatory act. MOD had to follow the reallocation procedure. The MOD had '*power over*' the municipality due to ownership of the land and the price they have to pay to become landowner. Regulations such as the UNESCO world heritage list and the monuments on the site restrict the development. MOD and municipality finally decided to cooperate. They used three administrative levels which consists of MOD, municipality and RVOB. They were able to proceed in the process and therefore had '*power with*' in the end. Other parties could try to influence the project. Since the local city politicians were taken off the project and the central city politicians had influence, the

local city politicians tried to influence their party members. According to them Mayor and Aldermen have power which are also present in the highest administrative level.

In the KKU case the MOD had '*power over*' the municipality. The municipality only had influence in the beginning of the process. The strategies that were used were the land-use plan and using other projects in the city deal, the Government and the municipality tried to influence the project. The permit procedures used to give the municipality influence, but even that was a strange situation. Also other parties such as the Projectbureau NHW influenced the MOD, using policy documents like the committee on NHW. The MOD inserted a quality team. But all policies were made hierarchically. The MOD needed offices whereas the municipality needed housing.

In both cases the main actor is the MOD, which actually had the power over the other actors. The difference between the two cases is that in the MEA case MOD needed the municipality to reach an agreement. Using the literature of

Teisman (2008) about adaptive organizations, it is concluded that neither cases are totally adaptive. They have found a balance, this balance is based on the amount of collaboration with other actors. In the MEA case the MOD and other ministries had to cooperate with the Municipality in the process. The main reason was because they disagreed on the monetary value of the site and their end goal. Here the MOD wanted to profit and the municipality of Amsterdam wanted the land for a low price to build a park. In the end they agreed to invest and redevelop the site together. The system was closed with these actors, the actors were not disturbed in their collaboration. At a later stage developers are needed to enter the process. Thereafter, the developers may invest according to the plan of the MOD and municipality and is development possible on the desired land. In the KKU case MOD did not need the municipality because they were able to stay within the lines of the land-use plan and develop the site quickly. This meant they did not have to interact with citizens, or other actors in the plan making. Also the demolition permit was given without proper internal

deliberation. The municipality actually wanted to maintain some other buildings, because of their architectural value. Projectbureau NHW had small bargaining space, but MOD decided how far they could enter the process.

## 6.2 Resource dependency

Resource dependency consists of the following aspects: finance and production, knowledge and legitimacy, and competencies. The final aspect (competencies) is not measured, see Chapter two.

In the MEA case there is a lack of financial sources of MOD due to budget cuts, lack of financial sources due to crisis and bad investments (interview 4, workgroup MEA, municipality). The MOD and municipality both invest, but the land remains of MOD. In a later stage the developer –or multiple- buys the site and the MOD and municipality get their investment back. Production was already elsewhere in the center, housing, courthouse, retail, so on short term not much development was left in the Amsterdam context. Knowledge is present in both MOD and municipality.

RVOB is used as external knowledge for taxation. The preparatory act was used by the municipality to remain their position in the development process.

In the KKU case the financial sources were available within the MOD, because the project can be seen as an investment in order to cut expenses elsewhere and close other sites. The developer needs to invest in the project due to a Design, bid, build, finance, maintain and operate (DBFMO) contract. The municipality had to pay all development outside the project borders. Production was for own use, so they managed the developer. The MOD had the expertise in house and also used external expertise due to time pressure. During the development process some policies changed, but these were applicable and adaptive to the situation.

In both cases the financial sources are different. In Amsterdam the financial sources were rarely available and small, therefore they had to collaborate in the planning. In KKU financial sources were available by MOD and developer.

The production component is different, expertise was available in Utrecht. How and what to build, was uncertain in Amsterdam.

## 6.3 Multi-actor

Multi-actor consists of aspects actor properties (needs, interests, structures, attitudes) and coalitions (advocacy coalitions, logrolls).

In the MEA case the main actors are MOD, municipality of Amsterdam. The MOD's main goal is to ensure safety. In this development they want to gain financial profits, these could be structural through exploitation costs or by selling the site also an amount at once. The MOD would like to see the site 100% developed so they earn more money while selling the site. The municipality of Amsterdam wants to have to site in order to create more public spaces. Neither one is getting what they want. Since they established three administrative levels, compromises on the site were made. It will be developed and houses and other functions will be built. They both invest 50% and the land remains of MOD, until it is sold to a developer. In the KKU case the main actors are MOD,

municipality of Utrecht, Komfort, and projectbureau NHW. Due to the comparison, the consortium Komfort is not included. The MOD wanted to develop the site for their own needs, these were providing the land forces a proper place to stay, instead of the two places where they were temporarily. The municipality wanted to develop housing for their inhabitants, there was a shortage and land was expensive at the time. Projectbureau NHW wanted to maintain the monuments, which were valuable. They wanted to open the monuments for public use.

Both cases have the same actors, which are the MOD and the municipality. In the Amsterdam case the municipality was needed to develop the site and eventually earn money. In Utrecht they did not need the municipality because they stayed within the land-use plan, so they tried to exclude the municipality to fasten the process of the project.

## 6.4 Policy processes

According to Voets (2008), policy processes consist of aspects: triggers, substance and

process, patterns of interaction or policy styles. This thesis looks at the level in which the policies occur, strategic, tactic and operational. The overarching policies and strategies can be seen in the strategic level.

As stated earlier in section 2.1 '*governance*' structure does not work hierarchically, but as a bottom up approach. Government on the other hand works top down and is hierarchically. Normally, the hierarchy between all actors is first the central Government with its ministries, after them the provinces, then the local governments, after them the developers and other parties to finance, build and construct. Finally, the civilians end in line. As stated in section 2.1 *governance* can be seen as more adaptive and government more autopoietic. These statements are compared to the cases.

The MEA case was autopoietic at first, which led to non-satisfying results, in this respect no agreement. When the MOD and municipality finally came to an agreement, they can still be seen as an autopoietic organization. No influencer is quite able to intervene the

results other than those who are already part of the plan making. However, it can also be seen as very adaptive since they used the three administrative levels. They still work hierarchically. The plans are not solid and would not be solid until a developer buys a plot.

In KKKU case multiple actors were involved at the beginning of the process (interview 2, policymaker RVR). A city deal led to agreement between the local- and central Government to develop the KKKU. The MOD, municipality, chief government architect, RVOB and projectbureau NHW were discussing the outlines of the MOD's project. The restrictions, the existing policies, and other regulations were discussed to form the outline of the MOD's output-focused tender. The developer who won the tender, was obliged to design a proper plan. This plan was made in cooperation with the MOD. Later in the process they inserted the input of the civilians in the plans.

Both plans contain some collective action only they differ in the case. The MEA provided only collective action between the public and public actors. The KKU case provided collective action between all actors, but it was structured by MOD.

## 6.5 Management

According to Voets (2008), management consists of the following aspects: management activities, managers, management roles. This thesis will look into the management activities through the different layers such as housing, employment and nature functions.

In the MEA case there is much housing in the surroundings built, the municipality enforced the deferment to build housing due to other planned new housing in the city center. Some employment will disappear due to disabling of the defense function in the area. Most of the employees of the MOD do not perceive this in person due to the circulation of the employees every four years. The civic employees only work within their city and mostly do not plan to move for their work and could be without

a job when the MEA is losing its function. Fixed functions are needed. Other jobs are constructed as in the hotel, catering industry, and office functions. Not much nature will be constructed, in the 50/50 plan there will be less green spaces. The existing situation is private, but very green and the flora and fauna do not respect boundaries as humans do.

In the KKU case there was much pressure to build houses for new inhabitants. This led to expansion of the city such as in Leidschen Rijn. There were too many offices in the center, so for every office they built, they needed to build twice as much housing in the center. The municipality did not seem to see the value of the MOD in the city and are focused on other issues like housing and accessibility. The KKU site has a good nature zone, bats are flying around and the site contains a lot of green spaces.

Both cases have to deal with market pressure, only in the MEA case there is already a lot planned for the near future. In both cases the municipality values their own needs higher

than the total job count and the presence of the MOD in the city center.

## 6.6 Strategies

As stated in Chapter two, three levels of policies occur. In the Amsterdam case the strategic level included the government wide real estate strategy, this was made by Interdepartmental Committee for Governmental Real Estate ('ICRV'), as a part of RVR, to implement an abstract and broad layer to plan making to handle real estate. Secondly, the entity RVB was implemented to ensure knowledge on real estate was kept to the central Government. The second level is the tactic level. The MIRT policy was already set, tactic level. The movement of selling redundant sites. The better cooperation with municipality. Making use of the preparatory act. Also the Amsterdam 2040 vision is on tactic level. The third level is the operational level. Temporary management as the three administrative levels. In the MEA case the financial gains from selling real estate is a new construction and did not work in KKU, since it was not to be sold.

In the KKU case MOD needed to work with a PPP-construction, which is on strategic level. The new Wro and DURP, see section 4.1, were just introduced. And the MIRT had just been started. In 2007 this was completed and operates on a tactic level. City deal was also a tactic act between MOD and municipality. On operational level, the HNW policy came up en was implemented so more employees could be stalled in the KKU location.

The first government wide real estate strategy was made by ICRV in 2013 works on strategic level, but could not have been applied in KKU, since the project was already finished. The re-allocation procedure is a government wide strategy, but can only be applied when selling sites. The financial gains for MOD which can be earned while selling real estate is a new construction, which works on operational level. This could not been applied to the KKU, since it was not to be sold. Local municipal councils are almost extinct and changes are in Amsterdam, in Utrecht they did not exist.

In both cases the municipality controls the land-use plan, this is strategic as well as the preparatory act. RVOB does the business when selling is needed. In the KKU site there was a city deal with the municipality of Utrecht. In the MEA case the MOD tried to sell the site to the municipality of Amsterdam (strategic level). RVR (strategic). Budget cuts are on strategic level, but have to be translated on operational level. On operational level these are translated to structural budget cuts, so less security. In both projects participation in some way is present.

#### Adaptive organizations

A strategy can exist to include or exclude certain actors. Adaptive organizations grow as their surroundings and changes with them. Autopoietic are stable organizations who are not quite capable of adapting to a changing environment. A balance needs to be found between those in which it is still adaptive, but also have a solid base on which it can build.

In the MEA case the MOD and the municipality worked together to find solutions, in the beginning phase not much adaptive movement can be measured, influences from outside are kept there. Although some workshops were

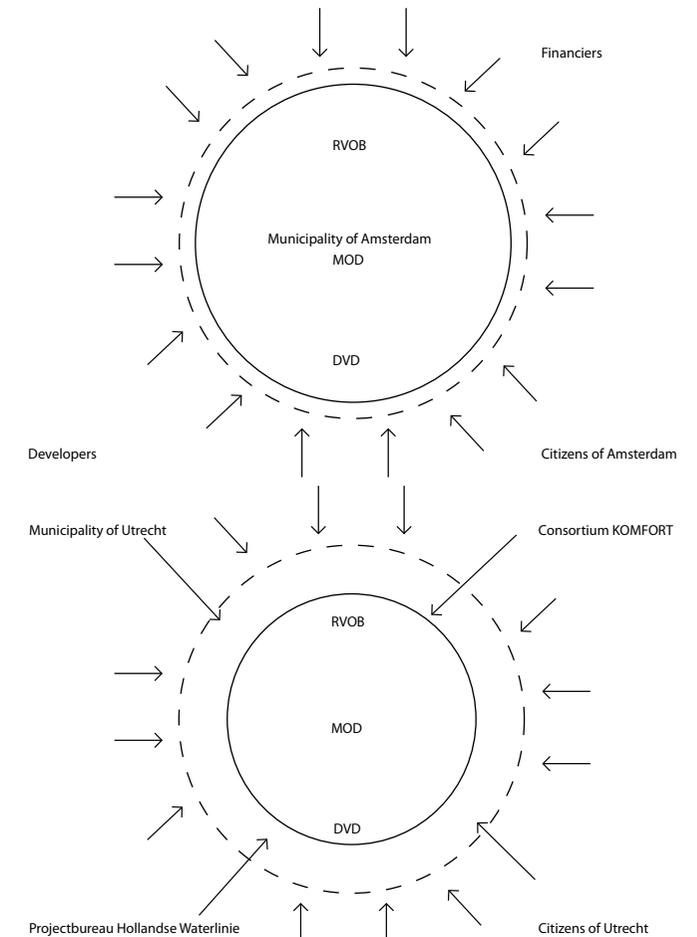


Figure 6.1 – Visualization of adaption within projects, above MEA, beneath KKU (Author's own)

done to gather information. This phase was self organized.

In the KKU the MOD did not have to collaborate with the municipality, but on the other hand they created space for others to influence the project. The chief government architect, municipality, NHW, and other actors were involved in the project to get the best results from the project. These differences are visualized in figure 6.1.

## 6.7 Effectiveness

As described in Chapter two, the effectiveness has to be researched. A brief result can be seen in table 6.2

Both projects have different monetary solutions for budget cuts. However the time spent in the project also costs money. Man-hours are expensive when they are not efficient in their time. The time efficiency of the MEA is quite low due to their time consuming bargaining process. This also costs public money in terms of the input spent. Ongoing budget cuts ensure having less money for the future, MOD has to

be careful with investment for the next 25 year. When budget cuts continue like the last years, the contract provides the MOD of 25 years costs. The time efficiency of the MOD can be seen as efficient due to its use of power. The management decided quickly, as seen in KKU. The municipality has to change the land-use plans when new visions enter the area, so development can be as planned. They also have to handle in time, otherwise the self-organized MOD takes over the process. Including or excluding actors can be considered to be time efficient, but this solution is not always preferred because of the public task. While including actors time can be lost when having discussions with many diverse views on a project. On the other hand when excluding actors this may lead to dissatisfaction and taking legal steps and slow down the project in a different way. Excluding is also easier in the process, because the Government is self organized and therefore they can develop their own plans and only need a developer to perform the building process. Organization of actors was formed in an early stage. To reach quality in the decision making process, extra

committees were formed. For example, the KKU had a quality team to judge the tender results. All interests on table as seen in MEA project. The administrative levels worked hierarchically. On the most abstract level, the main decisions were made, later on the smaller decisions were made. Figuratively, it can be seen as a can of big and smaller stones. First the big stones should be included (most abstract decisions), and secondly be filled up with smaller stones. When small stones are first, it is hard to include the large stones in the can.

### Other influences

During the research the human factor came into sight. The human factor is the factor in which the personal preferences of an actor intervene in the process. On the one hand this could be of an actors' social significance to improve the liveability. On the other hand this could be due to laziness and not liking their job with the result the project is neglected. Not all employees of a firm are motivated work hard, want to gain professional respect or have the ambition to get new function in the company.

		Utrecht	Amsterdam
Effectiveness of power	Money	Investment made by MOD and developer	Investment by MOD and municipality
	Organization	performed by MOD	By MOD and municipality / municipality used land-use plan as power tool
	Time	Overall time of seven years	Already two years spend / lack of time pressure
	Information	Provided to parties	Knowledge is already in organization
	Quality	MOD has power	Municipality has power
Effectiveness of resource dependency	Money	Developer invests / less costs, more employment hours	MOD and municipality invest / developer will later be included
	Organization	MOD organized resources / developer had own external resources	MOD and municipality have combined inter and external resources
	Time	External knowledge is used / MOD forgot committee on NHW	Make use of preparatory act when possible / visions made
	Information	Policy changed over time	MOD and municipality have external knowledge
	Quality	Bad communication	Good use of other studies
Effectiveness of multi-actor	Money	Cut exploitation costs / municipality had to pay external costs	MOD and municipality invest and earn money in process
	Organization	Municipality had their land-use plan not up to date / MOD had their interests in a contract	Needs and interests in three administrative levels
	Time	Municipality had less time for research	Needs of municipality early in process / needs changed due to crisis

	Information	Interests were not communicated properly	discussed while negotiating
	Quality	Sustainability was not excluded due to lack of information	
Effectiveness of policy processes	Money	High-rise policy of municipality not included in plan	MOD and municipality invest
	Organization	Participation on begin of process	Three administrative levels move project forward
	Time	Municipality handled to late on changing land-use plan / policy changed over time	MOD used much time before opening negotiation
	Information	Much actors informed in begin phase	Knowledge on procedures on all actors
	Quality	Committee on NHW excluded	
Effectiveness of management	Money	MOD paid the developer for every step taken	MOD and municipality invest
	Organization	Quality team / city deal / participation in begin of process / contract management	Three administrative levels used
	Time	MOD had good time management / too late on changing land-use plan	MOD and municipality could cooperate faster than two years
	Information	Providing information could have been better by MOD	MOD and municipality shared information
	Quality	Desired outcome of management / end of contract included in contract	When started the project flows

Table 6.2 – Effectiveness of strategy (based on GOTIK method; Franssen and Schepers, 2004)

# 7. Conclusion and reflection

To conclude from the previous Chapters, the original research question needs to be answered. This chapter also provides a brief reflection on the methods used and ideas for future research.

The research question is: *“Using the network approach, how effective are the strategies employed by the Government to interact with local actors on the redevelopment of redundant sites of the Ministry of Defense and what are the implications for planning policy?”*.

The problem statement made in Chapter one stated that redundant MOD sites are a problem. When sites remain redundant public money is lost. Also a higher risk of violence is adapted to the site and its surroundings. No consequences are to be found for retaining redundant MOD sites, since MOD has few financial stimuli. Central- and local Governments are dependent on each other to lead to good cooperation. This implies that collective action is needed. Due to the financial crisis, most actors have few money to invest, therefore collective action is also needed. However, not all actors feel

responsible for redundant MOD sites. In the conceptual model, as seen in section 2.3, the actors used strategies to cooperate with other actors in the process. These three are described in the sections below. This research aimed to find the key variables of why and when a specific strategy is working or not working at all. But since the lack of empirical cases, the goal of this research was to contribute to the general knowledge on redundant MOD sites.

Some further research elaborates the knowledge on the redundant military sites. Since only cases in the Dutch context are included, the findings could be compared to other countries. Although it will be a challenge to overcome the differences with other Governmental systems between countries. Questions like “are international cases much different in their approach due to legislation?” can be asked in further research

## 7.1 Actors

In complex projects different actors such as client, funder, developer, and some entrepreneurs are required. The redevelopment of redundant military defense sites is no exception. In this respect no differences with other redevelopment processes. However, when developing redundant defense sites the client is the central Government, this implies the development needs to serve a public goal. The client (MOD) is able to choose whether they are developing for itself or are just the selling party. The local actors are considered to be the municipality, its politicians and other semi governmental actors. The province is not an important actor, since their policies are included in the policies of the central- or local Governments. Developers are included when plans are made or partially made. Civilians have only small participation in these developments, although the local Governments of cities like Utrecht and Amsterdam have policies to let them participate.

Actors have to cooperate since the financial sources are lacking. Their needs and interests differ. Lack of money is an issue that needs to be solved, this can be solved using private actors such as developers. A DBFMO contract ensures that the developer invests. The contract maturity provides the MOD to postpone its investment costs. Another way of dealing with a lack of money is to split the investment costs and earn money in a later stage. In an early stage of the development process the organization proceeded. When an actor is not prepared for development it loses its potential power. Cooperation can be established when the actors are organized. In MEA case this can be seen due to the three administrative levels. Without much cooperation processes can be very fast. An autopoietic organization can be followed. No cooperation means actors can make decisions and have not much dependency on other actors.

Information is only provided by actors if this does not lead to a loss on their position in the process. When MOD remains owner or the MOD property, providing information is

difficult due to security issues. Quality of the actors itself is mainly due to the 'human factor' as described in section 6.7.

## 7.2 Cooperation

In an early stage the organization of actors of MOD development processes was performed. Depending on the purpose of development, the MOD included other actors to the decision making process. When other actors than MOD are not prepared the process still continues, because the MOD is self-organized. There is a lack of real cooperation. MOD acts for their own profit and only includes actors if they are required for the process. When other actors have no demonstrably influence, they are excluded from the process. Not only the central-, but also the local Government have some aspects lacking in their cooperation. The city deal in KKV only worked because pressure was given to the process. In the MEA the preparatory act gave the municipality a position for bargaining, this was not based on cooperation. In the process a hierarchical way of redevelopment is still found, this is unlike the trend of decentralization and 'governance'.

Most ministries and municipalities cooperate among themselves in their own new departments such as RVR, RVOB. They all have in common that real estate is developed. So a lot of knowledge is already there. The MOD is changing their policy to resolve their issues and to have better cooperation and less empty plots. This means contact with RVOB in an earlier stage can be established. This leads to better cooperation and therefore more efficiency. For Government it can be suggested that time equals money in terms of loans. It also means asking one Governmental party to pay the other a small amount may lead to public money (tax) loss. The time spent on the negotiation of the payment might cost more than the amount that is actually paid. More money can be earned and time can be saved. It can also be applied to MOD and municipality, when they cooperate immediately these savings can be achieved. In both cases it was seen that cooperating worked best. In the MEA case this was hampered due to the use of three administrative levels, until they agreed. And in the KKV case, cooperating brought them together, and working closer. When an actor

is organized cooperation can take form. On the other hand more efficiency can be achieved by more involvement in the process. This is limited by the amount of employees, much employee involvement can slow down the process. MOD did not cooperate with the municipality when they finished their businesses. If they had, perhaps the municipality could have got what they wanted.

Actors should be cooperating, but many are excluded from cooperation. Without much cooperation processes can be very fast. As seen in autopoietic organizations. No cooperation means that the main- or leading actors can make decisions on their own and are not much dependent on other actors. Local actors are approached via the MOD. The reallocation procedure is policy to present the redundant estate to other governmental agencies to sell the land. Municipalities should have their land-use plan revised with the new visions. To prevent actors from unwanted development, the land-use plan needs to be up to date. When the land is bought other actors are involved to develop the site. Information is only provided

by actors if this does not lead to a loss of their positions in the decision making process. When the site remains property of MOD providing information is difficult due to security issues.

Good cooperation provides insights in the needs and interests of all actors and gets actors to cooperate. A PPP-construction is an example of a contract to reach collective action for developing redundant MOD sites. Cooperation, between hierarchies is another way of reaching collective action. Comparing the PPP-construction and the administrative levels used by MOD, it can be stated they both have a hierarchical basis.

### 7.3 Strategies

In both sites, the municipality expressed interest in the site. Unfortunately, the MOD was not selling at the time. When MOD figured out what to do with the site, they wanted to develop for own use or sell the site. Formally, the ministry took initiative because it has to appoint their sites as being redundant. However, the municipality gave the MOD reason to rethink their real estate by informing

them to be interested in the site. The cabinet is the initiator to use a PPP-contract. When MOD wants to develop via PPP, then all actors are involved in an early stage of the development process. A tender is used to find a developer and then it is built. When MOD wants to sell, they have to follow the reallocation procedure and try to sell it. When MOD finally decides to develop it together with the municipality the plan is made and afterwards the developer will be found to build the plan. The RVOB is selling the MOD's redundant terrains, and since they are working closer with different departments their cooperation is getting better. This process can be seen as a constructive approach due to their constant form and flexibility on selling profits. The RVR and the RVB hold out hope for the future on policy making. Also the Interdepartmental Committee for Governmental Real Estate and its government wide real estate strategy might be helpful for implement strategies.

Local Governments cannot deal with redundant sites yet, they are dependent on the MOD in case of military sites. They can and will inform the central Government when they are interested in the site. In the KKU case we saw the municipality struggling with the land-use plan and the building permits, which are important strategies to be used efficiently. In the MEA case the municipality used its strategies to reach their goal and was more aware of its capabilities.

Strategies are mainly written down in policies by the central- or local Governments. Governmental parties have a goal to cooperate better with all ministries. While forming the strategies some “problems” occurred. Problems like decentralization and financial budget cuts are the basis of some policies. These issues give insight in the nature of the policies.

The use of existing legitimacy like the preparatory act and the PPP-constructions can be very effective strategies in their own way. The preparatory act is an instrument which,

if used properly, can help the municipality to enhance its priorities on the future development of the site. The preparatory act works due to collaboration between the actors and it forces both actors to reach an agreement. The requirement to use a preparatory act is to be on time and act before the MOD changes its plans and start planning and bargaining. If they do, this legal instrument cannot stop them from development within the existing land-use plan. Proper use can be seen in the MEA case. On the other hand if the land-use plan, as a legal instrument, is outdated the formal rules have to be followed and a municipality does not have any formal instrument to regulate its city. When the municipality tests the land-use plans on its visions, development could be intended. Their policies can be implemented powerfully.

The findings of this thesis suggests that PPP-constructions time efficiently. However, in the process they excluded any restrictions of the land-use plan. This does not necessarily deal with cooperation. The PPP-construction is a very good instrument to use when

developing for own use. The MOD had to implement this strategy due to the cabinet’s wishes. Much time is invested to set-up a good contract, when it is only used once this might not be able to financially compensate and is therefore not effective. For example, when the content of the DBFMO can be reused it might be more efficient. They state a percentage of 15% of the costs can be reduced using a PPP-construction. It seems the Government only looks at the output of their contracts and the cost reduces they might find. But it does not take into account the man-hours it takes to form the contract and to have a contract to be managed. It seems to be a short term solution for budget cuts. When investing in a project, a Government always has a financial advantage on developers, because it does not have to pay a fee on its investment and therefore can lend money cheap. PPP-contracts are just a contract form. Every detail is taken into the contract. PPP-contracts are effective in terms of output and finance. The last P of PPP, stands for Partnership. However, there was no partnership and hardly any participation among the actors. The cabinets policy on using

PPP projects might act beyond their goal. When a tender is planned a minimum amount is paid for development.

## 7.4 Influences

The crisis, or the effects of the crisis, affect the financial sources of Governments. All actors have to cut their expenses. There is now a weak market which implies according to the municipality of Amsterdam a different way of planning.

The changing role of the Government, which can be a leading role, a monitoring role etc., needs to be taken into account while developing. Should the Government just sell the property and leave the market to develop. Or, following the trend of more decentralization, should the Government form the development itself. The Government must have one role in the project instead of two.

The central Government is not really networking to get actors moving. It only made a framework with a set of rules. These rules do not necessarily contribute to a better quality of the plan.

The existing policy structures form a good insight in developing governmental real estate. There is still more space needed for bottom up approaches within the development. A hierarchical view on planning is still found. Although the policy to decentralize is applied, it does not fit the plan making process yet.

Incentives are taken by the municipality and then the MOD would move its position on its view on the site. For example in the KKK case the municipality took the incentive to redevelop.

In the MEA case the municipality also was immediately planning on designs and possibilities (from an financial point of view).

## 7.5 policy implications and advice

With all these answers to the sub questions the an attempt to answer the main question is performed.

*“Using the network approach, how effective are the strategies employed by the central Government to interact with local actors on the redevelopment of redundant sites of the Ministry of Defense and what are the implications for planning policy?”*

The research question is difficult to answer due to the differences between the cases. The research question might be too big to answer in this thesis. Further research is required.

Given that the municipality was required to update their land-use plans, the strategy applied by the municipality of Utrecht was not very effective. It could have changed the land use plan in cooperation with the MOD beforehand, to ensure the high-rise policy was implemented correctly. This could have given the municipality another position in the decision making process. Also it could be more active in the process to get more ground for

their housing needs. The demolishing permit should not have been given since there was no clear advice on how to handle the monumental buildings. It still is a mystery how this could have happened. The time invested in analyzing the site compared to the few results it gave is not that time-efficient. The resources are available, these are known by all governmental parties.

The strategy of MOD was very effective on KKU case due to time savings. On money savings it is doubtful. Their organization due to the changes half-way the process is a bit chaotic. Information was not provided properly. Design quality is good, but it cannot be determined this was due to the output based PPP-contract or the proper design team.

The strategy applied by the municipality of Amsterdam was effective due to its use of the preparatory act and therefore enriched its position in the process. But it also slowed down the process. Then MOD and municipality should cooperate better to find an agreement earlier in the process.

In the end, the strategy of the MOD on MEA site was not particularly effective or ineffective in view of the circumstances of the crisis. They were both required to invest in the project to reach development of the site. However, there was no proper communication between the actors and there was a lack of stimuli of incentives. Eventually new responsible entities were formed to fill the gap.

### 7.5.1 Future implications

New entities in the governmental structure are formed. The RVB is a new entity in the ministries. Also the UVO is a new entity for the municipality of Utrecht (Gemeente Utrecht, 2012a). The UVO takes care of the municipal real estate.

A better hierarchical system could be established to form policy, instead of waiting until the policy is finished. The land-use plans could be changed before development is to be intended. This way the municipality can implement their policies powerfully, as explained in section 7.3.

It can be tested if new policies, or the principles of those new policies, could be applied to the development process and ongoing projects earlier. This raises the question if anticipation on new policies take place if it is not finished 100%.

The diverse entities in real estate can share values with RGD and vice versa via a platform. PPS support is an Governmental entity who cooperate closely with other departments such as RGD. They don't only share their knowledge in PPP-projects with other Governmental agencies, but also with the semi-public sector (Ministerie van Financien, 2012).

*"Whenever you have an efficient government you have a dictatorship". [Harry S Truman, Lecture at Columbia University, 28 Apr. 1959"]*

As the quote above suggests, a balance between efficiency and democracy must be found. Time efficiency could be found in dictatorship. On the other hand the citizens would like involvement in participation processes. The divergent views of those actors are intervening

the process and slows them a bit down, but it also adds to efficiency.

When only one actor would decide what would happen to the MOD sites, the process would be finished in a small amount of time. When considering the restrictions and legislations and view of other actors the development process has to cope with, the process has become inefficient. A form of balance could be seen in the cases. The MOD, in K KU project used a small core of included actors and next to that room for others to intervene, like the municipality, see also figure 6.1. They have the advantage to make a lot of decision without interference of other actors and the other actors have a small amount of influence.

Still a hierarchical way of redevelopment is in the process, this is unlike the trend of decentralization and the 'governance'. Questions arise like "how can a governance approach be found in the governmental system and how the hierarchical system can be changed in the future?"

In the recent years there are several new entities started. In the central Governmental structure these changes are the RVB and Interdepartmental Committee for Governmental Real Estate. RVB includes all real estate expertise on the Governmental agencies and will start in 2014. The RVB will provide information among all departments. The Interdepartmental Committee for Governmental Real Estate will give the governmental real estate policy from 2013, and is therefore not included in this thesis. Even the local Government was improving their organization. The municipality of Utrecht adopted a real estate organization called 'UVO' (Gemeente Utrecht, 2012a). This organization exists of the real estate departments of the Municipality of Utrecht and has the goal to work more efficiently and has better insight in the real estate portfolio. Also the new urban strategy was established in 2012 (Gemeente Utrecht, 2012b). New entities, like UVO, RVB, and ICRV arose after the K KU project was finished.

New entities are considered to be helpful. The entities all have a specific goal which somehow aims for quality or combining information on real estate. The municipality of Utrecht adapted a new entity after the K KU project was finished, to combine the real estate experiences. It suggests a responsible entity was needed to facilitate communication. The establishment of new governmental entities could be useful in the development of MEA. New research can elaborate on how effective these new entities are in development of redundant military sites. Questions like "Do the new entities influence the project and how effective are they?" can be answered.

The role of private parties are neglected in this research and are only slightly touched. Private parties might have an important role while developing plans and certainly when the market is weak. Questions like "What role can private parties play in the development process?" arose.

Are redundant MOD sites really different than other (governmental) real estate developments? Is there space for quantitative criticism of the plans? Although parties are satisfied with the end-results this project ended good, but did it was because of the tenders framework or due to a proper design team? To what extent should public-public payments be made?

## 7.6 Methods and possible flaws

As stated in Chapter three, there are some conclusions that cannot be drawn. Only conclusions can be drawn within the redundant MOD sites within the bigger cities of the Netherlands. Perhaps some findings could yield indicative findings about the challenges of redeveloping large ex military sites that are of relevance to other countries. However this depends on the actual results. Further findings cannot lead to statements about the other phases rather than the initiation phase in the process for there is only one case finished.

Due to the limitations in available sites, the multiple case study only has two cases. These differ on multiple aspects as can be seen in

section 3.2.2. When more projects are finished, and more empirical data can be gathered, then more conclusions can be drawn. Other cases could have been selected when a different weight had been applied for selection. For example, Alexanderkazerne could have been selected when the pressure on housing market was not this important. Two cases which are both finished, or in a further stage of development, could be of more use to make conclusions. The outcomes of this thesis may be different when applied to other cases. This thesis only contributes to further research and it establishes more empirical data for future findings.

As stated before there is still ample research to be performed on redevelopment of military sites. Also due to its explorative research design, this thesis does not give a definitive proof but contributes to a wider basis of evidence. No frameworks can be applied directly for answering this research question.

Collecting data could have been more effective. Much policies were there, but not directly of use when researching these cases. A distinction could have been made between direct and indirect policies. More relevant policies could have been included.

Interviews could have been more strict and conform a stronger structure so conclusions can be drawn more easily. The loose structure was used to open up the actors to get them to talk more freely about the subject. Other research methods can be used like a literature review, but it was beyond the scope of this research. This would not include a network approach, but might answer the question on how central- and local government cooperate. The closed organizations are difficult to research. This slowed the research process down. Not all information was available for research. For example the floor plans were kept secret and the consortium Komfort had to make their own floor plans. The MOD did not provide information on their caserns.

Voets' network approach (2008) is very broad and was therefore too comprehensive for a smaller research like this thesis. Therefore only his facets were applied and a different operationalization was used.

Path dependency might be considered due to its heritage and former routes through history.

## 7.7 Other literature insights

The used literature could be expanded with some other literature. A multidisciplinary approach is a part of the global planning discussion. The interconnectivity of various work fields, which come together in the urban planning field, could be included.

New literature about the human factor might add some new insights to the discussion. As described in chapter six, other influences than the five described in the Network approach like the human factor might be used to get better grip on this aspect. Motivation of actors in the project was not included in the theoretical frame work. Also literature on trust could be researched. Trust might be the basis of contract forming. The local influences and surroundings, such as archeological findings could have been used to analyze the project.

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17. Zakee, Rob. DLG, projectbureau NHW. 26 juni 2013 te Utrecht
18. Zijp, Jan. Ministerie van Defensie, Bestuursstaf. 31 mei 2013 te Delft

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Notes of interviews are available on audio and to be obtained upon request.

# 1. Organizational chart Ministry of Defense



# 2. Organizational chart Ministry of Finance



### 3. Table Amsterdam – power

Power		
MOD	MOD owns the site and the site is valuable. Municipality wants to buy. Power rest with the municipality due to the land-use plan. (Source: J. Zijp)	Role of the Government is discussed at the moment. Perform the cooperation and implementation. A collective end-result is effective (Source: G. Boissevain)
Municipality	Short study on feasibility to stimulate negotiation. Money rules in processes. Act through a duty of confidentiality. (Source: P. Bunnik)	Have a good position, MOD wants to sell, but municipality has no money. There are three administrative layers and the MOD and municipality perform the research. Broader look at research then only the site. (Source: D. Bruijne)
RVOB	Both parties have an cooperation agreement. They both invest 50 percent and the land stays of MOD. (Source: M. Snoek)	
Politics	Less money meant to value power differently. Normally the city part have a voice in the land-use plan, but not anymore due to abrogation of the city parts. Mayor and Alderman have the power. (Source: J.S. van Lissum)	

## 4. Table Amsterdam – resource dependency

resource dependency		
MOD	Stef Blok (Housing) said once that the governmental real estate needs to yield. MOD's selling is done by RVOB. In a later stage the developer will intervene the process. They have their own knowledge, but are dependent on the government wide policies. (Source: J. Zijp)	MOD has few money due to budget cuts. RVOB can perform a taxation the real estate. The heritage can be useful to the value of this real estate. (Source: G. Boissevain)
Municipality	Have their own department of finance, OGA, these calculated the plans. The intensity of the buildings have to be increased to earn money on the site. (Source: P. Bunnik)	Buy the site from MOD, they have to deal with budget cuts. A bridge is necessary for accessibility. Municipality have their own knowledge, but can also use the central Government, previous studies, land-use plan and preparatory act. In cooperation with the supervisors of the IJ-river banks. (Source: D. Bruijne)
RVOB	A 'middelen afspraak' is performed. The land is still in ownership with MOD. The crisis can be seen as an opportunity. (Source: M. Snoek)	
Politics	politicians have to be included through politics. They have local knowledge which is accessible and general of structure. In March 2014 their functions change in a different structure. (Source: J.S. van Lissum)	

## 5. Table Amsterdam – multi-actor

Multi-actor		
MOD	Benefits are required due to Stef Blok's statement. But national interests and safety are important. (Source: J. Zijp)	Have to cut exploitation costs to save budget. (Source: G. Boissevain)
Municipality	History of the city is very important. There are few green spaces in the city. The site has to be opened up. Money had to be earned and the relation with the Oosterdok has to be activated. (Source: P. Bunnik)	Development, green development. The site had to be brought back on the map. Crossovers have to be made. The empty plots in Amsterdam have to be limited. (Source: D. Bruijne)
RVOB	MOD has to cut expenses. RVOB wants to develop together with the municipality. In the design the maritime character, public use, and innovation are important. (Source: M. Snoek)	
Politics	Special buildings should arise at the site. Have to be elected. (Source: J.S. van Lissum)	

## 6. Table Amsterdam – policy process

Policy process		
MOD	Postpone the investments and perhaps use PPP. The RVOB has temporary management. When market rises, money can be earned. Build in phases. (Source: J. Zijp)	The cultural heritage can amplify the development. (Source: G. Boissevain)
Municipality	Enforce negotiation through studies. (Source: P. Bunnik)	three administrative levels have to perform through the design. With visions and is necessary experiment. (Source: D. Bruijne)
RVOB	RVOB is the advisor on HVD. Cooperation is important in this process. (Source: M. Snoek)	
Politics	Coalition and opposition as well as the central city and the city parts do not quite work together. They have to lobby on base of knowledge. (Source: J.S. van Lissum)	

## 7. Table Amsterdam – management

Management		
MOD	Maintain the buildings as they are. MOD leaving Amsterdam could have a negative effect on the employment. (Source: J. Zijp)	Central Government have to regulate, legislation and provide framework to work in. The municipality have to take care of the economical climate of the city. (Source: G. Boissevain)
Municipality	Add green spaces. Have traffic problems, these can get worse. Milieu restrictions are difficult. (Source: P. Bunnik)	Buildings and greenery are key aspects. The three administrative levels would help. Empty offices needs to be taken care of. (Source: D. Bruijne)
RVOB	Mixture of functions is required. (Source: M. Snoek)	
Politics	Housing, hotels, harbor and green spaces we would like to see. (Source: J.S. van Lissum)	

## 8. Table Utrecht – power

Power				
MOD	Had to go back to the core of the business due to budget cuts. He is directing the contract and therefore he manages the contact with the consortium. The additional work had to be in cooperation with Komfort. (Source: O. Voest)	In the contract the ownership is regulated. After 25 year, this, has to be returned to the MOD. (Source: J. Zijp)	The client and the end-user are the same, only the design is cut off. The design was tested through quality and finance. There also was a city deal (Source: G. Bois-sevain)	There was a city deal. Cooperation is different than a contract. This contract is about doing business. There is pressure from hierarchy to finish the project (Source: E. Visser)
Municipality	MOD decided to stay within the land-use plan. This means the municipality had no influence although they asked for a piece of the site. They made a city deal with KGU and two other projects in Utrecht. MOD did not want to cooperate on the surroundings of the site. The municipality managed to get a small contribution. (Source K. Aalberts)	Monument were pushed aside and decisions were made on higher levels of decision making. (Source B van Santen)		
DLG	There was an agreement of the committee on NHW. This can be seen as a letter of intent. MOD had power because they were landowner. (Source: R. Zakee)			
Komfort	With a DBFMO contract they have more influence on the project. (Source P. Groen)			

## 9. Table Utrecht – resource dependency

Resource dependency				
MOD	It is cheaper to use the old site and not have to buy a new one. Due to budget cuts there was little money to invest and the exploitation costs were cut. A new policy had to be used PPP. They have own knowledge on building sites. Extern knowledge is also possible. The contract is out-put based. (Source: O. Voest)	PPP was used to cut expenses. Another method is to cut on exploitation costs, these are most expensive. Komfort and sub-contractors build the site. Government wide strategy is a new entity. (Source: J. Zijp)	By using a PPP the consortium has to finance with their loan capital and MOD do not have to pay at once. MOD has their own knowledge and inserted a quality team to judge the tender. This included the municipality and the chief government architect. They also gained advise of aesthetics committee. (Source: G. Boissevain)	Need to be answerable to the boss and colleagues. The partnership is business as usual. HNW was introduced and the parties have to be quite adaptive. (Source: E. Visser)
Municipality	They had to pay for external costs, but wanted money from MOD. Were involved in the begin of the process and could participate. The request of the building permit was rather strange. At the site were bats, monuments and traffic was an issue as well. Their knowledge was internal in the organization. (Source: K. Aalberts)	They had the knowledge and were still analyzing the monuments. (Source: B. van Santen)	Opportunities to use the Weg tot de Wetenschap as a sight view. They used their intern knowledge and also some external knowledge. (Source: A. Schut)	
DLG	Agreement of the committee on the NHW was made and their knowledge was already in the project bureau. Information on the process was sometimes missing. (Source: R. Zakee)			
Komfort	A part of the organization is funder and need to gain yield. They had to pay for their knowledge by municipality on the building permit. They produce on their own, but the MOD made some changes. MOD had to provide maps and did not provide all information. the bank gave technical advice. (Source: P. Groen)			

## 10. Table Utrecht – multi-actor

Multi-actor				
MOD	MOD had to cut budget and back to their core value. Good communication, quality of the plan and nature profit were required. (Source: O. Voest)	Efficiency, flexibility are essential to a good contract for 25 years. (Source: J. Zijp)	The plan has to be of good quality. Sustainability is one of the most important factors of judging the plan. (Source: G. Boissevain)	Project is managed on time, quality and money. Their reputation was affected by the fraud. The used have to be unburdened, an integral work plan needed to be there. Time pressure by the land force was felt. (Source: E. Visser)
Municipality	Develop housing, money, good plan, lot of green spaces, few traffic. Wanted to have the new building compact and high so municipality could built housing. (Source: K. Aalberts)	Heritage, but to make innovation possible. Make inventory of the buildings. (Source: B. van Santen)	Built for human, with respect to nature. Design of the Weg tot de Wetenschap. Redevelopment of housing. (Source: A. Schut)	
DLG	Want to have an open area, open monuments and the renovation of monuments. The committee on NHW to be used as power tool. And good communication is needed. (Source: R. Zakee)			
Komfort	Cannot risk a fee on delays. And risks need to be reduced or spread. (Source P. Groen)			

# 11. Table Utrecht – policy process

Policy process				
MOD	The DRMV make policy the PPP is used in this process. To cut on exploitation is tactic to cut expenses. The contract is flexible and adaptive. (Source: O. Voest)	Not selling was a tactic of the RVOB. The policy HNW was introduced. Flexible land-use plans are always made by MOD for future use. (Source: J. Zijp)	Quality team was a tactic movement to include other actors in the begin of the process. Tender choice. (Source: G. Boissevain)	A city deal was made. (Source: E. Visser)
Municipality	Building permit, they had to perform. A soft deal was made for a piece of the site. City deal. MOD used participation before procedures were taken. They talked to the civilians and performed information meetings. (Source: K. Aalberts)	Monuments were only used, but on higher level things were decided. (Source: B. van Santen)		
DLG	Committee on the NHW was used. (Source: R. Zakee)			
Komfort	HNW was used to change the plan. They had choice for their materials. (Source: P. Groen)			

## 12. Table Utrecht – management

Management				
MOD	Managing the contract with lots of flexibility for future use is performed. (Source: O. Voest)	In the end of the contract housing back to MOD. Flexible employment. Nature was part of the plan so Komfort had to bring this in and the sustainability as well. (Source: J. Zijp)	Housing was tested by the aesthetics committee. And the management back to the core of the MOD. (Source: G. Boissevain)	Redundant terrain remained by the MOD to redevelop. Employment was moved the Utrecht, but was not appreciated by the municipality. Building low provides good internal communication. (Source: E. Visser)
Municipality	City deal on housing was made. The site was of the MOD, and surroundings were property of municipality. Wanted to have green plans. In the begin of the process much debate was possible. (Source: K. Aalberts)	Lot of monuments were on the site. (Source: B. van Santen)	The area developer was M. van Casperen, but K. Aalberts has her job now. (Source: A. Schut)	
DLG	The platform already existed. (Source: R. Zakee)			
Komfort	Manage against delay. (Source: P. Groen)			

## 13. Table efficiency – Utrecht and Amsterdam

		Utrecht	Amsterdam
Effectiveness of power	Money	Investment made by MOD and developer	Investment by MOD and municipality
	Organization	performed by MOD	By MOD and municipality / municipality used land-use plan as power tool
	Time	Overall time of seven years	Already two years spend / lack of time pressure
	Information	Provided to parties	Knowledge is already in organization
	Quality	MOD has power	Municipality has power
Effectiveness of resource dependency	Money	Developer invests / less costs, more employment hours	MOD and municipality invest / developer will later be included
	Organization	MOD organized resources / developer had own external resources	MOD and municipality have combined inter and external resources
	Time	External knowledge is used / MOD forgot committee on NHW	Make use of preparatory act when possible / visions made
	Information	Policy changed over time	MOD and municipality have external knowledge
	Quality	Bad communication	Good use of other studies
Effectiveness of multi-actor	Money	Cut exploitation costs / municipality had to pay external costs	MOD and municipality invest and earn money in process
	Organization	Municipality had their land-use plan not up to date / MOD had their interests in a contract	Needs and interests in three administrative levels
	Time	Municipality had less time for research	Needs of municipality early in process / needs changed due to crisis
	Information	Interests were not communicated properly	discussed while negotiating

	Quality	Sustainability was not excluded due to lack of information	
Effectiveness of policy processes	Money	High-rise policy of municipality not included in plan	MOD and municipality invest
	Organization	Participation on begin of process	Three administrative levels move project forward
	Time	Municipality handled to late on changing land-use plan / policy changed over time	MOD used much time before opening negotiation
	Information	Much actors informed in begin phase	Knowledge on procedures on all actors
	Quality	Committee on NHW excluded	
Effectiveness of management	Money	MOD payd the developer for every stap taken	MOD and municipality invest
	Organization	Quality team / city deal / participation in begin of process / contract management	Three administrative levels used
	Time	MOD had good time management / too late on changing land-use plan	MOD and municipality could cooperate faster than two years
	Information	Providing information could have been better by MOD	MOD and municipality shared information
	Quality	Desired outcome of management / end of contract included in contract	When started the project flows

