

# SUSTAINABILITY IN ZUIDASDOK

A study on how different goal frames and frame alignment strategies contribute to the implementation of a territorial foresight

Julia Verlaat (S1007003)

Supervisor: I.F. Beenakker MSc

Second Examiner: dr. M. Goudsmit



**Radboud University**  
**Nijmegen School of Management**  
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## Abstract

The purpose of this study is to research the implementation of a territorial foresight by examining goal frames and frame alignment strategies of actors. Since goal framing and frame alignment theories explain why actors commit or do not commit to the implementation of a territorial foresight, gaining understanding on how goal frames and frame alignment strategies influence this implementation can contribute to a better implementation. To explore this, a single case study is conducted in Zuidasdok: one of the largest infrastructural programmes in the Netherlands carried out by Programme Organisation Zuidasdok. This programme organisation is a joint venture of the Directorate-General for Public Works and Water Management, ProRail and the Municipality of Amsterdam. The territorial foresight of Zuidasdok is to improve the accessibility of Amsterdam and the northern part of the Randstad, both by road and by public transport. By conducting a literature study and interviews data is retrieved to determine the dominant goal frames and frame alignment strategies of the actors involved in Zuidasdok. Three different goal frames are identified: the hedonic frame, the gain frame and the normative frame. Consequently, four alignment strategies are differentiated: frame bridging, frame amplification, frame extension and frame transformation. Although the actors involved in Zuidasdok represent all different goal frames, the gain goal frame of the programme organisation is the most dominant. In this gain goal frame, the organisation determines whether or not to choose for a sustainable alternative on the basis of a cost-benefit analysis. To align the different goal frames of involved actors, frame bridging and frame amplification are used.

# Table of Contents

Abstract .....	1
Chapter 1. Introduction.....	4
Chapter 2. Theoretical background .....	6
2.1. Territorial Foresight .....	6
2.2. Goal frames .....	7
2.3. Frame Alignment .....	8
2.4. Conceptual framework .....	10
Chapter 3. Methodology .....	11
3.1. Case: Zuidasdok .....	11
3.1.1. Introduction .....	11
3.1.2. History .....	12
3.2. Research method .....	13
3.3. Data collection .....	13
3.4. Data analysis.....	14
3.5. Research ethics .....	14
3.6. Operationalisation .....	15
Chapter 4. Analysis .....	16
4.1. Programme Organisation Zuidasdok .....	16
4.1.1. Gain Goal Frame .....	16
4.1.2. Normative Goal Frame.....	16
4.2. Directorate-General for Public Works and Water Management .....	17
4.2.1. Normative Goal Frame.....	17
4.3. ProRail.....	18
4.3.1. Normative Goal Frame.....	18
4.4. Municipality of Amsterdam .....	19
4.4.1. Normative Goal Frame.....	19
4.4.2. Hedonic goal frame .....	19
4.5. Frame alignment strategy .....	20
4.5.1. Frame bridging.....	20
4.5.2. Frame amplification .....	21
Chapter 5. Conclusion & Discussion.....	23
5.1. Conclusion.....	23
5.2. Scientific contribution .....	24
5.2.1. Territorial foresight.....	24
5.2.2. Goal frames .....	24
5.2.3. Frame alignment strategies.....	25

5.3. Practical implications .....	26
5.4. Limitations.....	27
5.5. Further research .....	27
References .....	28
Appendix .....	35
Appendix 1. Research Information Form.....	35
Appendix 2. Informed Consent Form.....	36
Appendix 3. Respondents Interviews .....	37
Appendix 4. Interview guide .....	38
Appendix 5. Code Tree Atlas.ti.....	40
Appendix 6. Code Tree .....	41

## Chapter 1. Introduction

Climate change is one of the most pressing issues of our time, requiring urgent action on global scale. While individual actions can make a difference, the scale and complexity of the challenge requires cooperations among individuals, governments, and businesses. To tackle climate change and its effects, world leaders at the UN Climate Change Conference in 2015 agreed to the Paris Agreement. The Paris Agreement is a legally binding international treaty on climate change. The objective of the agreement is to reduce worldwide emissions of greenhouse gases to restrict the rise in global temperatures during this century to two degrees Celsius, with additional efforts to further limit the increase to 1,5 degrees. Implementation of the Paris Agreement is also essential for the achievement of the Sustainable Development Goals, in particular goal 13 'Climate Action'. (United Nations, n.d.).

The collective goal to reduce emissions of greenhouse gases in order to restrict the rise in global temperatures, can be referred to as a territorial foresight. A territorial foresight is the collaborative exploration of a desirable long-term sustainable future (Güell & Redondo, 2012). Although the end goal of mitigating climate change is clear, the foresight implementation may become complex. Actors usually have different goal frames (Lindenberg & Steg, 2007) and commitments (O'Connor & Keil, 2017). Goal frames refer to the way in which people process information and act upon it in relation to a certain goal (Lindenberg & Steg, 2007). When two or more organisations work together towards a territorial foresight, actors experience obstacles in the cooperation caused by interdependencies and resource inequalities. In addition to this, no actor has the authority and/or resources to act unilaterally (Chakkol et al., 2017). To overcome these difficulties in the implementation process of a territorial foresight, actors can adopt frame alignment strategies to obtain a mutual understanding of each other's interests and the implementation of the territorial foresight (Benford & Snow, 2000).

In current literature, there is limited knowledge regarding the effect of actors' goal frames and alignment strategies on the implementation of a territorial foresight outcome (Vargas-Lama & Osorio-Vera, 2020). However, gaining a better understanding of how goal frames and frame alignment strategies influence the implementation of a territorial foresight can contribute to a more effective implementation. This effective implementation is necessary to achieve goals towards a desirable long-term sustainable future (Beenakker et al., 2022). Previous studies show achieving small wins is evident in order to accomplish effective implementation of a territorial foresight (Bryson, 1988; Termeer & Dewulf, 2019). However, the commitment to achieve an effective implementation of a territorial foresight is not inherently guaranteed (Herscovitch & Meyer, 2004). Goal framing and frame alignment explain why actors commit or do not commit to the implementation of a territorial foresight. Therefore, this study aims to research the implementation of a territorial foresight by examining goal frames and frame alignment strategies of actors. More specifically, this thesis explores how inter-organisational actors with various commitments collaborate and align goal frames during the implementation of a territorial foresight outcome.

This leads to the following central question:

*‘How can goal frames and frame alignment strategies contribute to the implementation of a territorial foresight?’*

To answer the central question, the following sub questions are answered:

- 1. Which goal frames can actors have during the implementation of a territorial foresight?*
- 2. Which frame alignment strategies can actors have during the implementation of a territorial foresight?*

The answer to the central question is formulated based on various inter-organisational actors working together on a territorial foresight outcome. This territorial foresight concerns one of the largest infrastructural programmes in the Netherlands, programme Zuidasdok. This programme is carried out by Programme Organisation Zuidasdok, a joint venture of the Directorate-General for Public Works and Water Management, ProRail and the Municipality of Amsterdam. The territorial foresight of Zuidasdok is to improve the accessibility of Amsterdam and the northern part of the Randstad, both by road and by public transport (Programme Zuidasdok, 2022). The programme focuses on sustainable mobility, by turning Zuidas into a public transport hub (Municipality of Amsterdam, 2016). Given the scale and complexity of the programme, Zuidasdok experiences problems caused by different interests and commitments of involved actors which can lead to difficulties in the implementation of the territorial foresight. For instance, a conflicting issue can arise between the strict adherence to safety regulations based on conventional methods and materials and the need for adopting more innovative and sustainable measures (Directorate-General for Public Works and Water Management, 2023). To overcome these difficulties in the implementation of the territorial foresight, this study looks at the goal frames and frame alignment strategies of the actors involved in programme Zuidasdok.

The second chapter of this thesis presents an outline of relevant theories regarding the concepts territorial foresight, goal frames and frame alignment strategies. This outline results in a conceptual model reflecting the relationship between these concepts. The third chapter discusses the methodology, by elaborating on the case, research method, data collection, data analysis and research ethics. The fourth chapter consists of an analysis of the collected data. The fifth chapter draws conclusions regarding the central question and gives an interpretation of the research findings by looking at the contribution to scientific knowledge, practical implications, limitations of the research and directions for further research.

## Chapter 2. Theoretical background

This chapter explores the relevant literature on the key concepts territorial foresight, goal frames and frame alignment strategies. The chapter concludes with a conceptual framework visualizing the relations between the discussed concepts.

### 2.1. Territorial Foresight

Territorial foresight can be defined as the ‘systematic, participatory, future intelligence gathering and vision-building process aimed at present-day decision making and mobilising joint initiatives in the urban and territorial realm’ (Güell & Redondo, 2012, p. 318). In other words, it is the collaborative exploration of a desirable long-term sustainable future. Territorial foresight consists of five elements requiring implementation at a limited geographic scale. One of these elements is anticipation, which means that territorial foresight anticipates on long term social, economic and technological change. Another element is vision, which entails the creation of a guiding strategic vision including a notion of social commitment. Another instrumental element is action, meaning a detailed action plan is made to successfully tackle future challenges with nowadays activities. In addition, participation is an essential element, as it involves using interactive, participatory methods including different stakeholders into the debate. Lastly, networking plays an important role as it entails the creation of social networks for the exchange of experiences and knowledge (Güell & Redondo, 2012).

Contrary to common planning processes that have a limited sectoral scope, territorial foresight uses a more integral vision of possible futures obtained through participation. Therefore, territorial foresight complements to the traditional planning processes by empowering local entities and increasing the legitimacy of territorial strategies (Güell & Redondo, 2012). In the last twelve years, the attention for foresight methods in planning exercises increased significantly. In particular European public bodies take into account territorial foresight in their regional planning projects (Committee of the Regions, 2011).

Although the increased attention for territorial foresight, there still exists a gap between the literature on territorial foresight and the implementation of foresight activities. Foresight exercises created by social scientists are often intellectually stimulating but too generic to help urban planners in making concrete planning decisions (Güell & Redondo, 2012). Slaughter (1990) also acknowledges difficulties in the implementation of foresight activities. An important barrier for the implementation of foresight activities is the so-called ‘fallacy of future discounting’. This fallacy is called ‘chronic short-termism’ and refers to the tendency of people to focus on the present instead of the future. In this fallacy, people view the future as being too remote and thus ignorable. Another barrier for the implementation of foresight activities is the ‘fallacy of misplaced concreteness’. This fallacy implies that because interesting facts about the future barely exist, only present knowledge counts. Uncertainty about the future results in people sticking to what they know about the present and let the future handle itself. Another difficulty for the implementation of foresight activities is the ‘fallacy of helplessness’. This

fallacy means individuals feel too insignificant to help solve the big problems of the future (Slaughter, 1990).

Based on aforementioned challenges in the implementation of a territorial foresight, it can be concluded there exists a gap between literature on territorial foresight and the actual implementation of a foresight (Güell & Redondo, 2012; Slaughter, 1990). This study tries to find a bridge between the literature on territorial foresight and the successful implementation of a territorial foresight, by looking into goal frames and frame alignment. Since goal frames and frame alignment strategies explain why actors commit or do not commit to the implementation of a territorial foresight, gaining understanding of how goal frames and frame alignment strategies influence this implementation can contribute to a better implementation (Beenakker et al., 2022).

## **2.2. Goal frames**

Frames are defined as schemata of interpretation making it possible for individuals ‘to locate, perceive, identify and label’ events in life. By assigning significance to certain events, frames construct experience and steer action (Goffman, 1974, p. 21). In other words, a frame is the way in which people process information and act upon it. A goal frame is a goal taken together with these framing effects (Lindenberg & Steg, 2007). The central idea of goal framing theory is that ‘goals govern or ‘frame’ what people attend to, what knowledge and attitudes become cognitively most accessible, how people evaluate various aspects of the situation, and what alternatives are being considered’ (Lindenberg & Steg, 2007, p. 119).

Lindenberg (2001) distinguishes three different goal frames: the hedonic frame, the gain frame and the normative frame. The hedonic frame has the goal ‘to feel better’. The hedonic goal frame is associated with comfort, well-being and quality of life. These factors can be an important hedonic reason to commit to a territorial foresight (Backhaus, 2019). Other important hedonic motivations stimulating commitment to a territorial foresight are having fun and integrating in an urban community. Actors are more likely to make environment friendly decisions and thus commit to a territorial foresight, if it offers them the hedonic goals of satisfaction and pleasure. However, when the context of the territorial foresight is too complex, the hedonic goal frame discourages people from committing to the territorial foresight (Dóci & Vasileiadou, 2015).

The gain frame has the goal to increase scarce resources for producing higher-level goals like money, knowledge or power (Lindenberg, 2001). In other words, the gain goal frame focuses on the impact on personal resources. The gain goal frame relates to utility maximisation, because it focuses on preserving and increasing resources (Etienne, 2011). Furthermore, situations in which an actor must choose between alternatives based on monetary values trigger a gain goal frame (Lindenberg, 2008). Regarding the implementation of a territorial foresight, actors in a gain goal frame will determine whether to act pro-environmental on the basis of a cost-benefit analysis. If the perceived benefits of committing to the territorial foresight exceeds the costs, the actor will commit (De Groot & Steg, 2009).

The normative frame has the goal to act appropriately (Lindenberg, 2001). This goal frame activates subgoals associated with appropriateness, such as behaving right and showing exemplary behaviour. In the normative frame, people search for norms expressing what would be appropriate in a certain situation (Lindenberg & Steg, 2007). Actors in a normative goal frame are responsive to what they think they are ought to do. In this goal frame, improvement is connected with group goals. This could entail contributing to a joint project, accomplishing a public goal or conforming to group norms (Lindenberg, 2008). Another feature of a normative goal frame is procedural legitimacy, which implies ‘embracing socially accepted techniques and procedures’ (Suchman, 1995, p. 580). This means that for actors in the normative goal frame, it is important to follow the ‘right’ procedure during the implementation of a territorial foresight (Suchman, 1995). This legitimate implementation following the right procedure is supported by participation, because actors place importance on being continuously involved in a normative goal frame (Beenakker et al., 2022).

### **2.3. Frame Alignment**

For successful cooperation, it is necessary actors with different goal frames find ways to align these goal frames. This is based on the underlying assumption that frame alignment is a necessary condition for participation (Snow et al., 1986). Frame alignment refers to the linkage of interests and interpretative frames. Frame alignment processes are defined as ‘strategic efforts by social movement organisations linking their interests and interpretative frames with those of prospective constituents and actual or prospective resource providers’ (Benford & Snow, 2000, p. 624). In other words, frame alignment refers to the connection of an organisation’s activities, goals and ideology with those of a potential group of participants (Zeng et al., 2018).

Frame alignment is not only a necessity for participation, it can also create an effective crisis-response. Organisational communication is considered effective when content and framing of their crises-response resonates as intended in the public’s communication. In other words, crisis communication fails when the public rejects the frames the organisation provides. This also applies to organisations dealing with the climate crisis. For some organisations, a sufficient response to the climate crisis is providing information. However, for other organisations adding emotions by showing sympathy and concern can be effective responses. Organisations dealing with the climate crisis, should monitor real time to what extent the public is satisfied with the company’s response and whether they demand that the company shows more concern (Gerken et al., 2016).

Four basic alignment processes are distinguished: frame bridging, frame amplification, frame extension, and frame transformation (Benford & Snow, 2000). Frame bridging involves the linking of two or more ideologically compatible but structurally unconnected frames respecting a certain issue. This form of alignment takes place between individuals or groups that already sympathize with each other through organisational outreach and information diffusion (Coley, 2015). Frame amplification

concerns the idealization or clarification of current values or beliefs (Benford & Snow, 2000). Actors can adopt frame amplification to emphasize certain goal frames (Beenakker et al., 2022). Movements often seek this form of alignment, because the extent to which a frame grasps existing cultural values and beliefs predicts substantially whether a frame resonates with the target group. Frame extension refers to broadening the interests and frames beyond the primary concern with issues that are presumed to be of importance for the target group. Frame extension is an often-used frame alignment strategy, however it is associated with the hazard it leads to conflicts about the ‘purity’ of the goal frames at hand. Frame transformation is about altering old understandings and meanings and/or generating new ones (Benford & Snow, 2000).

## 2.4. Conceptual framework

The described theories of the concepts territorial foresight, goal frames and frame alignment strategies and the relationships between these concepts can be visualized in a conceptual framework. This framework is shown in figure 1. The framework starts with territorial foresight, the collaborative exploration of a desirable long-term sustainable future (Güell & Redondo, 2012). Although the ‘spot on the horizon’ is clear, the foresight implementation may become more complex. The reason for this relates to the fact that involved actors often have different goal frames. These frames refer to the way in which people process information and act upon it (Lindenberg, 2007; Lindenberg & Steg, 2007). To understand how goal frames contribute to the implementation of the territorial foresight, the goal frames of involved actors must be identified. As can be viewed in the framework, three types of goal frames can be distinguished: the hedonic frame, the gain frame and the normative frame (Lindenberg, 2001). To synchronize the goal frames of involved actors and thereby overcome the difficulties in the implementation process of a territorial foresight, actors can adopt frame alignment strategies. Four types of frame alignment strategies can be distinguished: frame bridging, frame amplification, frame extension and frame transformation. These strategies result in a mutual understanding of each other’s interests and therefore a better implementation of the territorial foresight (Benford & Snow, 2000).

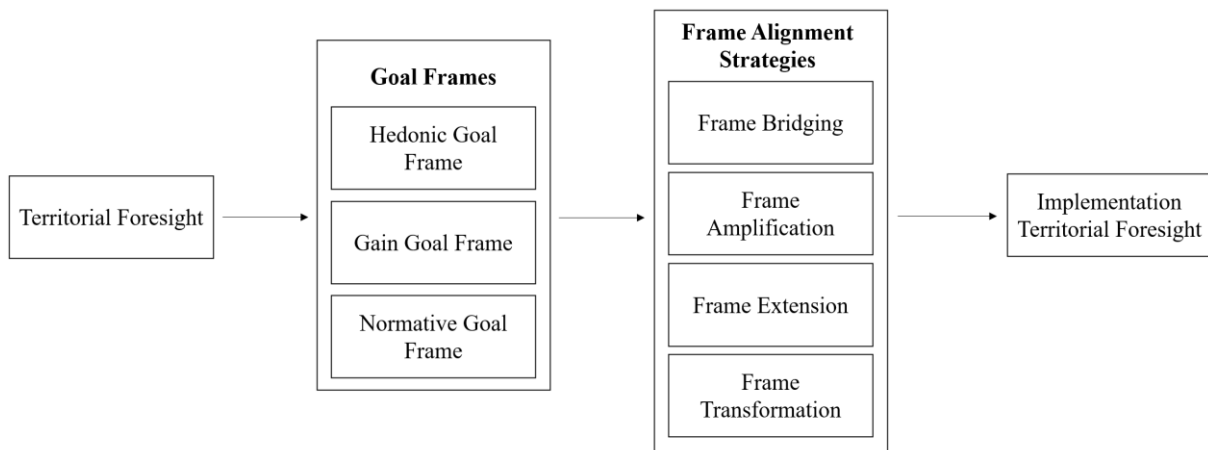


Figure 1. Conceptual framework

## Chapter 3. Methodology

This chapter discusses the methodological approach employed to address the research question. First, the Zuidasdok case is introduced. Next, the chapter elaborates on the research method, data collection, data analysis and research ethics. The chapter concludes with an operationalisation of the concepts discussed in the theoretical background.

### 3.1. Case: Zuidasdok

#### 3.1.1. Introduction

Zuidasdok is one of the largest infrastructural programmes in the Netherlands. The goal of the programme is to improve the accessibility of Amsterdam and the northern part of the Randstad, both by road and by public transport. Zuidasdok is a joint venture of the Directorate-General for Public Works and Water Management, ProRail and the Municipality of Amsterdam (Programme Zuidasdok, 2022). The programme Zuidasdok takes place in Zuidas in Amsterdam, a rapidly developing business district in the South of Amsterdam covering approximately 245 hectares (Amsterdam Zuidas, n.d.-b; Amsterdam Zuidas, n.d.-c). Zuidas is developing into the second centre of Amsterdam, a location with an international character combining working, living and facilities. Zuidas is located on a strategic location with good accessibility because of the proximity of Amsterdam Zuid train station, several metro stations, the A10 South motorway and Schiphol Airport (Amsterdam Zuidas, n.d.-b). Because of this strategic location, Zuidas is already home to a large number of offices, facilities and residents. In 2016, there were approximately 31.000 people working in Zuidas, with 2000 residents and 30.000 people studying in the area. This year, 80.000 travellers per day pass through Amsterdam Zuid station (Municipality of Amsterdam, 2016). In recent years, these numbers have increased. In 2022, the number of residents in Zuidas have more than doubled to 4285 people and there are 2860 organisations located in the area (AlleCijfers, n.d.).

This means a lot of people travel to and from the Zuidas daily, by public transport and by car. As a result, the A10 South motorway and the Amsterdam Zuid station are very busy. In the upcoming years, thousands of extra houses and office spaces will be built in Zuidas. This development will result in an additional increase in the number of people travelling from and to the Zuidas. Without intervention, traffic jams will occur in and around Zuidas and the passenger flow at Amsterdam Zuid station cannot be processed properly. Traffic forecasts show that the car accessibility of Zuidas will be at its physical limits around 2025 (Municipality of Amsterdam, 2016). To prevent this from happening and ensure the accessibility and liveability of Zuidas and the northern Randstad conurbation, the programme Zuidasdok has been launched (Programme Zuidasdok, 2022).

The programme Zuidasdok is divided into four projects, each with their own projectorganisation (Programme Zuidasdok, 2023a). These four projects are: (1) ‘refurbishment and expansion of Amsterdam Zuid station’, (2) ‘widening and partial tunnelling of the A10 South motorway’, (3)

‘refurbishment of De Nieuwe Meer and Amstel junctions’ and (4) ‘refurbishment of the public space in the station area’ (Programme Zuidasdok, 2022). The refurbishment and expansion of Amsterdam Zuidas station has the goal to accommodate the increasing passenger flows. Currently, the station is clamped between the lanes of the A10 South motorway. Once these lanes go underground, there will be room for expansion of the station. Furthermore, the expansion plans involve transforming the station into a transport hub where train, metro, tram and bus come together. The widening and partial tunnelling of the A10 South motorway means that between junctions De Nieuwe Meer and Amstel the motorway is widened from four to six lanes per traveling direction. Moreover, it involves the A10 South motorway going underground in the central area of Zuidas. The refurbishment of De Nieuwe Meer and Amstel junctions involves adapting existing roads, viaducts and fly-overs to better connect with the new A10 South. The refurbishment of the public space in the station area entails a redesign featuring squares, walking and cycling routes (Amsterdam Zuidas, 2022).

### **3.1.2. History**

Zuidas has an elaborate history. To understand the decisions in programme Zuidasdok taken nowadays, it is important to take into account this history (University of Amsterdam, 2023). Considering the scope of this thesis, this paragraph only provides a brief description of the history of Zuidasdok by discussing the events with the biggest impact on the programme as it is today.

Looking back to the early 1990s, ABN AMRO played a vital role in the creation of Zuidas. For their new headquarters, the bank preferred a location near Amsterdam Zuid station and Schiphol airport instead of a location at IJoever near Amsterdam Central station as the City of Amsterdam proposed. As a result of this, Amsterdam created a master plan for the development of Zuidas which was adopted by the City Council in 1998. This master plan served as the foundation for the development of Zuidas (Van Amersfoort, 2017). In this plan, the VU University Amsterdam, RAI Amsterdam Convention Centre and the WTC Amsterdam are viewed as the foundation from which the Zuidas can be further developed. The plan mostly described Zuidas as a prime location for offices with a strategic location near Schiphol airport. Besides this, it also emphasizes the international ambitions of Zuidas (Van Rooij, 2009).

Since 1998, the master plan has been revised every few years in a new version of the Zuidas Vision (Van Amersfoort, 2017). An important part of the Zuidas Vision of the year 2000 was the so-called ‘dock model’. This model entails bringing both the A10 South and Amsterdam Zuid station underground. The model facilitates the large-scale building of houses and offices above the ground. After evaluation of the plans for this model, the City of Amsterdam and the central government concluded it was financially feasible. In 2006, the Zuidas company was established to execute the plans (Amsterdam Zuidas, n.d.-d)

In 2008 - soon after the Zuidas company was founded - the credit crisis broke out. As a consequence of the crisis, private partners of the company raised concern about the financial feasibility of the dock model. Besides this, the crisis caused a fall in the value of land. Due to these financial issues,

the choice was made in 2012 to change the plan. In this new plan only the A10 motorway goes underground and Amsterdam Zuid station is renovated above the ground. This new plan is known as the programme Zuidasdok (Amsterdam Zuidas, n.d.-d).

The most recent Zuidas Vision document is from 2016 (Van Amersfoort, 2017; Municipality of Amsterdam, 2016). This vision sets the course for the development of Zuidas up to 2030. In this vision, the focus is on a further shift from Zuidas as top work location to a mixed area with living, working and facilities. Furthermore, this vision stresses the importance of reducing the percentage of car use to keep Zuidas accessible. It therefore strongly concentrates on measures encouraging the use of bicycles and public transport. Finally, this vision does not only discuss the final image; but also pays attention to the planning process of programme Zuidasdok (Municipality of Amsterdam, 2016).

### **3.2. Research method**

To explore the Zuidasdok case, a qualitative research approach is used. This approach fits the research question, because qualitative research is the chosen method for research studying social phenomena. The goal frames and frame alignment strategies of actors are social phenomena as they focus on the motives and attitudes of actors instead on factual data (Beuving & De Vries, 2014). Besides this, qualitative research is more sensitive to nuances and complexity and therefore more suitable for studying social phenomena (Babbie, 2016). More specifically, this research follows the method of a single case study. Case studies are particularly useful for answering ‘how’ questions. Since the central question of this research starts with ‘how’, the case study method fits the research question (Yin, 2008). A case study explores a phenomenon within its real-life context (Yin, 2008). Because local stakeholders and area-specific conditions play an important role in the realization of Zuidasdok, this contextual approach is suitable for the case.

### **3.3. Data collection**

This study uses document analysis and interviews as data collection methods. These methods are specifically useful for recognizing the different goal frames and frame alignment strategies of the actors, because it gives in-depth insight in what different actors think, feels and do and what they have to write or say about this (Henning et al., 2004). Regarding the document analysis the following documentation are analysed: Masterplan Zuidas (ARS, 1997), Structural Vision Zuidasdok (Ministry of Infrastructure and Environment, 2012), Zuidas Vision (Municipality of Amsterdam, 2016), Environmental Impact Assessment Zuidasdok (Ministry of Infrastructure and Environment, 2015) and news items about Zuidasdok (Klumpenaar, 2023; Clahsen, 2022).

Interviews are conducted by respondents representing the following stakeholders: Programme Organisation Zuidasdok, Directorate-General for Public Works and Water Management, ProRail, Municipality of Amsterdam, University of Amsterdam and a consultancy firm in the mobility sector (Programme Zuidasdok, 2022). To select participants, a combination of the purposive sampling technique and the snowball sampling technique is used. In the purposive sampling technique participants

are selected because of certain characteristics required in the sample (Rai & Thapa, n.d.). This technique is chosen, because it is important to include participants from all the different stakeholders involved in the implementation of the territorial foresight. In the snowball technique the data collected thus far indicates which other interviews are needed (Henning et al., 2004). This technique makes it possible to reach participants that otherwise could not have been reached (Parker et al., 2020). The technique used for the interview is a semi-structured interview, because this enables the interviewer to follow up on the responses of the interviewee and thereby go more deeply into important aspects that could not have been anticipated on in advance (Mason, 2002). The interview will be transcribed using the method of verbatim transcription. The researcher also pays attention to the interviewees' nonverbal behaviour, because goal frames do not only emerge from what a participant says but also how the participant says something. The combination of verbatim transcription and the notation of nonverbal behaviour has a positive effect on the reliability and validity of the data (Halcomb & Davidson, 2006).

### **3.4. Data analysis**

The data retrieved from the document analysis and interviews are analysed with coding methods. Since this study focuses on recognizing goal frames and frame alignment strategies of different actors, a frame analysis is conducted. This analysis uses open, pragmatic and thematic codes (Evers, 2016, p. 14). The researcher uses the open codes and specific frame related thematic codes to reach the frames underlying the text (Evers, 2016).

### **3.5. Research ethics**

This research takes into account the principles and standards for good research practices as drawn up by the Netherlands Code of Conduct for Research Integrity (2018). Furthermore, this research follows the principle of informed consent. This means all individuals participating in the research are informed about the purpose of the study, are allowed to ask questions, voluntarily participate in the research, understand they may withdraw at any moment during the study, understand how the data from the study will be stored and what it will be used for (Ferreira & Serpa, 2018). To make sure this is the case, the respondents are handed two documents. The first document (appendix 1) provides the respondents with information about the content of the research. The second document (appendix 2) is an informed consent form the respondents need to fill in beforehand. This document also asks respondents whether they give permission to audio-tape the interview and if they want to receive the findings of the study. Sharing the findings gives the respondents an opportunity to check if the data contains any misinterpretations, increasing the respondent validity of the data (Noble & Smith, 2015).

### 3.6. Operationalisation

To analyse how goal frames and frame alignment strategies contribute to the implementation of the territorial foresight in the Zuidasdok case, the concepts are operationalised in to variables and indicators that can be recognized in the collected data. Table 1 shows this operationalisation.

Concept	Variables	Indicators
Goal frames	Hedonic goal frame	<ul style="list-style-type: none"> <li>• Comfort, well-being and quality of life</li> <li>• Having fun</li> <li>• Integrating in an urban community</li> </ul>
	Gain goal frame	<ul style="list-style-type: none"> <li>• Increase scarce resources for producing higher-level goals like money, knowledge, power</li> <li>• Focus on personal resources</li> <li>• Utility maximisation</li> <li>• Cost-benefit analysis</li> </ul>
	Normative goal frame	<ul style="list-style-type: none"> <li>• Appropriateness, behaving 'right'</li> <li>• Showing exemplary behaviour</li> <li>• Focus on norms</li> <li>• Focus on group goals: contributing to a joint project, accomplishing a public goal or conforming to group norms</li> <li>• Procedural legitimacy: following the 'right' procedure</li> <li>• Participation: continuously involvement of actors</li> </ul>
Frame Alignment Strategies	Frame bridging	<ul style="list-style-type: none"> <li>• Linking of two or more ideologically compatible but structurally unconnected frames</li> <li>• Takes places between individuals or groups that already sympathize with each other through organizational outreach and information diffusion</li> </ul>
	Frame amplification	<ul style="list-style-type: none"> <li>• Idealization or clarification of current values and beliefs</li> <li>• Emphasizes certain goal frames</li> </ul>
	Frame extension	<ul style="list-style-type: none"> <li>• Broadening the interest and frames beyond primary concern</li> </ul>
	Frame transformation	<ul style="list-style-type: none"> <li>• Altering old understandings and meanings and/or generating new ones</li> </ul>

Table 1. Operationalisation

## Chapter 4. Analysis

This chapter discusses the results of the analysed data. Per actor involved in Zuidasdok, the paragraphs examine the dominant goal frames. Subsequently, the chapter discusses whether and how the actors use a frame alignment strategy to synchronize the different goal frames.

### 4.1. Programme Organisation Zuidasdok

#### 4.1.1. *Gain Goal Frame*

The plans for Zuidasdok can be traced back to the year 2012 (Amsterdam Zuidas, n.d.-d). In 2012, sustainability was not as big a theme as it is nowadays: ‘Ten years ago, when the administrative agreement between the administrative parties was made, it was not as at the top of all lists as it is now’ (Programme Organisation Zuidasdok, 2023a). The establishment of the conditions for Zuidasdok during a time when sustainability was not a primary focus indicates that the cost estimates for the programme do not incorporate much room for expenses associated with sustainable developments (Programme Organisation Zuidasdok, 2023a; Programme Organisation Zuidasdok, 2023b). This means the Programme Organisation Zuidasdok constantly makes a cost-benefit analysis when considering a sustainable alternative: ‘If we are going to do something about sustainability, this potentially also means something in the finances so you will also have to look at that’ (Programme Organisation Zuidasdok, 2023a). Another respondent adds to this by saying ‘sustainability requirements costs money and money is something Zuidasdok does not have in abundance’ (Programme Organisation Zuidasdok, 2023c). Due to limitations in the organisation’s budget to invest in sustainable developments, the organisation tries to intertwine sustainable ambitions with economic benefits (Programme Organisation Zuidasdok, 2023b). One of the respondents also highlights that the organisation should take in to account that they are spending public money: ‘Of course you would prefer to be 'top of the bill' sustainable, but it remains a consideration because it is public money. This means you have to handle it carefully’ (Programme Organisation Zuidasdok, 2023a). These quotes highlight that the organisation determines whether or not to choose for a sustainable alternative if the perceived benefits exceeds the costs. Using a cost-benefit analysis as a tool to make decisions, is an indicator for a gain goal frame (De Groot & Steg, 2009).

#### 4.1.2. *Normative Goal Frame*

Another goal frame the Programme Organisation Zuidasdok displays is the normative goal frame. This goal frame is reflected by the value the organisation attaches to the participation of citizens in the programme, which also links to the indicator of following the ‘right’ procedure (Suchman, 1995; Beenakker et al., 2022). To continuously engage residents and people employed in Zuidas within the programme, the organisation organises activities encouraging open discussions and conversations (Programme Organisation Zuidasdok, n.d.). As one of the respondents points out: ‘we always try to include citizens in everything we do, via the website posting information almost daily, but also via information meetings and personal contact’ (Programme Organisation Zuidasdok, 2023d). Another

respondent notes: ‘There is a platform where people who live in the area are regularly updated about things. If there is nuisance, they will be informed about it. But they are actually already involved in the planning process. So once in a while there is an evening or afternoon that they are invited to talk about the latest developments’ (Programme Zuidasdok, 2023c). The aim of these activities is to actively involve the residents and people employed in Zuidasdok in the programme: ‘the goal is to involve the stakeholders in the project, so they know what is happening and are not surprised’ (Programme Organisation Zuidasdok, 2023e).

## **4.2. Directorate-General for Public Works and Water Management**

### **4.2.1. Normative Goal Frame**

The Directorate-General for Public Works and Water Management is the executive organisation of the Ministry of Infrastructure and Water Management. The organisation develops and manages the national highways, waterways and waters (Directorate-General for Public Works and Water Management, n.d.). Given the role of the organisation in relation to the ministry, the organisation is a more political and bureaucratic organisation than for instance the Programme Organisation Zuidasdok and ProRail. This also affects the decision making process regarding sustainability: ‘In our organisation, this process works through the ministry and through policy and politics, because we are quite a politically driven organisation’ (Directorate-General for Public Works and Water Management, 2023). The political nature of the organisation is associated with procedural legitimacy, because focusing on formalized rules and following the right procedures is an important characteristic of a bureaucratic environment (Suchman, 1995; Rom et al., 2022). An illustration of the formalized rules and procedures frequently encountered by the Directorate-General for Public Works and Water Management is the ‘Additional Rules for Road Tunnel Safety Act’. This act not only contains technical requirements for tunnels, but also for the decision-making process that should be followed throughout the construction of a tunnel (Directorate-General for Public Works and Water Management, n.d.).

The focus on procedural legitimacy indicates a strong normative goal frame. However, this normative goal frame is reflected by norms prioritizing safety rather than sustainability. This is demonstrated by the fact that for sustainability in Zuidasdok there only exists a policy framework, whereas safety norms are also captured in a legal framework (Ministry of Infrastructure and Environment, 2015). The Directorate-General for Public Works and Water Management is specialized in building structures that last for a long period of time. Due to the organisation’s emphasis on durability, it prioritizes materials that already proven to be durable instead of materials that might be better for the environment but are still in early stages of development: ‘We build bridges and tunnels for more than 50 or 100 years. You don’t want to build these with a very innovative concrete mix, because you don’t want the risk of having it to tear it down and rebuilding it after 10 years.’ (Directorate-General for Public Works and Water Management, 2023). Thus, due to strict safety norms for bridges and tunnels the organisation is reluctant in exploring more sustainable materials (Directorate-General for Public Works

and Water Management, 2023).

In projects on the road network risks are smaller and the organisation can run tests with more sustainable materials, such as for instance recycled concrete. However, the organisation also places importance on procedural legitimacy during these tests: ‘Although a material is already tested elsewhere, we still want our own stamp of approval on it. We will run the tests again, so we can be sure it is safe’ (Directorate-General for Public Works and Water Management, 2023). The respondent acknowledges that this is not the most effective approach to adopting sustainable initiatives, as it can be time-consuming to independently check initiatives that other organisations may have already proved to be safe. In the future, the organisation aspires to collaborate more with other public entities in establishing shared procedures for assessing the validity of sustainable initiatives. This makes it easier for the organisation to directly apply sustainable initiatives from other organisation (Directorate-General for Public Works and Water Management, 2023).

### **4.3. ProRail**

#### **4.3.1. Normative Goal Frame**

ProRail is the manager of the railway infrastructure in the Netherlands, responsible for the maintenance, renewal, expansion and safety of the Dutch railway network. By providing a well-maintained and accessible railway infrastructure, ProRail enables more people to travel by train and more goods to be transported by rail (ProRail, n.d.-a). Compared to travelling by car or plane, travelling by train is the most environmentally friendly mode of transport. Therefore, ProRail contributes to the shift towards a more sustainable and climate-friendly mobility system (European Environment Agency, 2020). In the transition towards more sustainable mobility, ProRail aims to have an exemplary role. This exemplary role is reflected in a collaboration with a youth climate movement and NS International (international passenger railway operator) in which they run a train to the Climate Conference in Glasgow: ‘this was a campaign to draw attention to international sustainable mobility and travelling by train in specific. If there is a climate summit Glasgow, please let’s set an example and get everyone there per train instead of flying again’ (ProRail, 2023a). As the quote highlights, the reason behind this initiative is to set a good example for people to choose the train instead of the plane or car and thereby contribute to more sustainable mobility (ProRail, 2023a; ProRail, n.d.-b). By demonstrating exemplary behaviour, this campaign demonstrates a normative goal frame (Lindenberg & Steg, 2007).

Considering Zuidasdok, ProRail’s focus is also on sustainable mobility. The expansion of Amsterdam Zuid station offers more room for travellers, making the train a more attractive mode of travelling. One of the respondents points out sustainable mobility can be seen as an overarching goal and ProRail’s most important contribution to the project, because it refers to the primary process of ProRail and contributes to reaching the sustainable development goals (ProRail, 2023c). This is associated with another indicator of the normative goal frame, because reaching climate goals relate to the accomplishment of a public goal (Lindenberg, 2008).

## **4.4. Municipality of Amsterdam**

### **4.4.1. Normative Goal Frame**

In the context of the Municipality of Amsterdam, the normative goal frame is dominant. Due to the municipality's local knowledge about the city and the public interest they represent, the organisation views itself as a driving force towards a more sustainable future. It drives sustainable initiatives and inspires others in the quest towards a more sustainable future: 'I think it is our role as a municipality to paint a ambitious picture for the future and challenge other parties to work together towards this scenario' (Municipality of Amsterdam, 2023). To fulfil the role as a driving force, the municipality sets high sustainability ambitions for programme Zuidasdok. Respondents from other organisations confirm the Municipality of Amsterdam has higher sustainable ambitions for Zuidasdok than the other organisations: 'the Municipality of Amsterdam wants to go faster in the sustainable transition. It has goals going much further, or at least further than for instance the Directorate-General for Public Works and Water Management' (Programme Organisation Zuidasdok, 2023d; University of Amsterdam, 2023; Goudappel, 2023). In these ambitions, the municipality focuses on the transition towards more sustainable mobility. In the Zuidas Vision 2016, the municipality makes a clear decision to focus on making more room for public transport, pedestrians and cyclists instead of cars (Municipality of Amsterdam, 2016). By setting high ambitions, the municipality wants to set an example for other parties and want to inspire them to also aim for higher sustainable ambitions. The municipality also takes on this exemplary role by visiting other municipalities or conferences to present new sustainable initiatives they are working on: 'It is about challenging the other parties; if we can do it, why can't they? (...) Our role is to raise awareness for another, more sustainable way of doing things (Municipality of Amsterdam, 2023). This exemplary behaviour of the municipality is indicates a normative goal frame (Lindenberg & Steg, 2007).

### **4.4.2. Hedonic goal frame**

Besides the dominant normative goal frame, the Municipality of Amsterdam displays a hedonic goal frame. The municipality is the 'lowest' level of government, closely connected to people living and working in Zuidas and responsible for addressing their needs (Municipality of Amsterdam, 2016). Where the other actors prioritize infrastructure and materials, the municipality places greater emphasis on enhancing the quality of life in Zuidasdok. A key element enhancing the quality of life in Zuidasdok is the attractiveness of its public spaces with sufficient facilities for people to enjoy (University of Amsterdam, 2023). This focus on quality of life, comfort and well-being is an indicator of the hedonic goal frame (Backhaus, 2019). Besides, facilities like for instance restaurants, shops, parks and playgrounds contribute to the hedonic motivation of having fun and integrating in an urban community (Dóci & Vasileiadou, 2015). As one of the respondents notes: 'In the municipality, you actually see almost no attention for the construction part, but much more for the people who live and work there. The more small-scale decisions, for instance the placement of a picnic bench. Small local decisions are

very important to them, while we think much bigger. That is sometimes difficult to put together' (Programme Organisation Zuidasdok, 2023c).

## **4.5. Frame alignment strategy**

### ***4.5.1. Frame bridging***

The dominant alignment strategy used by the actors involved in Zuidasdok is frame bridging. This takes place by means of the Sustainable Civil Engineering ('Duurzaam GWW') approach. This method views sustainability as an integral part of rail, ground, water and road construction projects (Duurzaam GWW, n.d.). It is a practical approach to integrate sustainability in civil engineering projects and connect it to organisational goals. By using this method, sustainability receives attention right from the beginning of a project resulting in an environmental responsible procurement (Ministry of Infrastructure and Environment, 2016). In programme Zuidasdok, the Duurzaam GWW approach is used to identify the sustainability ambitions of the involved actors. Once the ambitions of the different actors were clearly defined, the programme organisation identified areas of overlap in ambitions to prioritize and determine sustainability ambitions for Zuidasdok. As one of the respondents expresses it: 'the core of this process is that you and your collaborative partners in the project look at what your ambitions are for sustainability and where these ambitions meet each other' (ProRail, 2023c). The aim of the approach is to create a shared understanding among the alliance partners: 'The Duurzaam GWW approach is intended to get everyone on the same page when it comes to sustainability. In this approach, you also create an ambition web for the project, which must be endorsed by all stakeholders' (Programme Zuidasdok, 2023a).

Determining the project's ambitions on sustainability by using the Duurzaam GWW approach is an illustration of frame bridging, because the method links ideologically compatible but structurally unconnected frames. All actors share ambitions striving for a sustainable future, making their goals compatible. However, the ambitions of the various actors engaged in Zuidasdok differ, each emphasizing distinct aspects of sustainability. For instance, the Directorate-General for Public Works and Water Management has a technical view on sustainability, while the Municipality of Amsterdam focuses more on social aspects of sustainability (Directorate-General for Public Works and Water Management, 2023). To create a shared ambition for Zuidasdok, the Duurzaam GWW approach identifies areas of ambition overlap and seeks to find the right balance between the ambitions of the different actors (Coley, 2015; ProRail, 2023c).

Although the Duurzaam GWW method is a good example of frame bridging, this frame alignment strategy could have been executed better in programme Zuidasdok. One of the basic principles of the Duurzaam GWW approach is to include sustainability in the process as early as possible, preferably already in the integral area development stage (Duurzaam GWW, n.d.). In Zuidasdok, this principle has not been met properly: 'This process has to be executed from the very first stage of the project. (...) In Zuidasdok this did not happen. Only when the contract was already awarded, we sat

down together to go through the Duurzaam GWW approach. So, this was too little too late' (ProRail, 2023c). The fact the approach was not included in the area development stage of the programme had the result that many important programme decisions were already made without considering sustainability. When the organisation started with the Duurzaam GWW approach, the process was heavily influenced by cost considerations from the contractors: 'we could only look at sustainable initiatives that were okay with the contractor and then you soon end up with only cost neutral initiatives, because budgets are tight' (ProRail, 2023c). This resulted in a situation in which the organisation constantly has to make a cost-benefit analysis when considering a sustainable alternative, leading to a misalignment in which the gain goal frame of the Programme Organisation Zuidasdok prevails (Programme Organisation Zuidasdok, 2023a).

#### **4.5.2. Frame amplification**

Another frame alignment strategy used by the actors involved in Zuidasdok is frame amplification. The fact the Directorate-General for Public Works and Water Management, ProRail and the Municipality of Amsterdam choose to create a programme organisation with its own name is a form of frame amplification. It emphasizes the frame Zuidasdok is a self-contained programme with its own identity and not just a project in which several actors are doing their own thing. This form of frame alignment is expressed both internally as externally.

Looking at the internal organisation, the people within the organisation emphasize the fact Zuidasdok is its own organisation with a distinct identity. The Programme Organisation Zuidasdok is more than just a name for the external world, the members of the organisation genuinely identify themselves as 'Zuidasdokker': 'what your parent organisation actually is, does not really matter. Everyone is a Zuidasdokker, as we say' (Programme Organisation Zuidasdok, 2023a). Another respondent adds: 'We are not an Amsterdam project, we are not a Directorate-General for Public Works and Water Management project, we are Zuidasdok' (Programme Organisation Zuidasdok, 2023d).

Regarding the external organisation, the same message is propagated. The fact the organisation presents itself as one organisation with its own name and website emphasizes the normative value of the programme organisation to involve citizens in the project. The Programme Organisation Zuidasdok serves as the central contact point for citizens to address their concerns. Without the programme organisation, individuals would be uncertain about which specific mother organisation to contact for their concerns: 'It is difficult for a resident to think 'who is this', is this the Municipality of Amsterdam or Directorate-General for Public Works and Water Management and then you also have different contractors. That is impossible, so we communicate to the outside world from one identity' (Programme Organisation Zuidasdok, 2023d).

Through frame amplification, the Programme Organisation Zuidasdok not only emphasizes the normative frame focusing on participation, but also aligns it with the municipality's hedonic frame focused on having fun and integrating in an urban community (Dóci & Vasileiadou, 2015). In their

participation practices, the programme organisation not only arranges activities aimed at sharing information and addressing residents' concerns but also tries to engage with the public by highlighting the enjoyable aspects of the realisation of Zuidasdok. This is achieved through the organisation of various public events: 'we invite everyone to watch important moments and organise summer activities or activities on 'Construction Day' (Programme Zuidasdok, 2023e). Another respondent adds: 'we organise events, because the whole construction thing is kind of an industrial festival. And every time we do something special, we invite people to come and watch' (Programme Zuidasdok, 2023b). By highlighting the enjoyable aspects of the realisation of Zuidasdok, these events combine the normative motive of continuously involving residents and other relevant actors with the hedonic motive of having fun and integrating in an urban community (Beenakker et al., 2022; Dóci & Vasileiadou, 2015).

## Chapter 5. Conclusion & Discussion

This chapter draws conclusions regarding the central question *'How can goal frames and frame alignment strategies contribute to the implementation of a territorial foresight?'* by presenting a summary of the findings in Zuidasdok. Furthermore, an interpretation of the research findings is presented by looking at the contribution to scientific knowledge, practical implications, limitations of the research and directions for further research.

### 5.1. Conclusion

The Programme Organisation Zuidasdok, the Directorate-General for Public Works and Water Management, ProRail and the Municipality of Amsterdam present different goal frames during the implementation of the territorial foresight to improve the accessibility of Amsterdam and the northern part of the Randstad, both by road and by public transport. The dominant goal frame for the Programme Organisation Zuidasdok is the gain goal frame in which the organisation determines whether or not to choose for a sustainable alternative primarily on a cost-benefit analysis. Another goal frame used by the programme organisation is the normative goal frame, which focuses on the participation of citizens in the programme to ensure adherence to the 'right' procedure. Regarding the Directorate-General for Public Works and Water Management, the dominant goal frame is a normative goal frame in which the organisation focuses on formalized norms and procedures prioritizing safety rather than sustainability. For ProRail, the dominant goal frame is a normative goal frame concentrating on the organisation's exemplary role in the transition towards more sustainable mobility. This corresponds to the normative goal frame of the Municipality of Amsterdam in which the organisation sets high ambitions in this field to set an example for other actors. The Municipality of Amsterdam also shows a hedonic goal frame, concentrating on enhancing the quality of life in Zuidasdok through increasing the attractiveness of public spaces with sufficient facilities. Facilities as restaurants or parks also contribute to the hedonic motivations of having fun and integrating in an urban community.

To align the different goal frames and thereby overcome difficulties in the implementation of the territorial foresight, the actors involved in Zuidasdok can adopt frame alignment strategies. The most dominant frame alignment strategy used in Zuidasdok is frame bridging. This frame bridging takes place by means of the 'Duurzaam GWW' approach. Despite the efforts of the actors involved to align their goal frames through frame bridging, the execution of this strategy falls short of expectations. Due to the late implementation of the 'Duurzaam GWW' approach, the shared sustainability ambition is heavily influenced by cost considerations. This has led to a misalignment in which the gain goal frame of the Programme Organisation Zuidasdok prevails.

Another frame alignment strategy used by the actors involved in Zuidasdok is frame amplification. The creation of a programme organisation with its own name emphasizes the frame of Zuidasdok as a self-contained programme with its own identity. The Programme Organisation Zuidasdok serves as the central contact point for citizens to address their concerns, emphasizing the

normative goal frame of the programme organisation to involve citizens in the project. Lastly, by organising public events the Programme Organisation Zuidasdok aligns the normative frame focusing on the participation of citizens with the municipality's hedonic frame focused on having fun and integrating in an urban community.

## **5.2. Scientific contribution**

### **5.2.1. Territorial foresight**

This study aligns with Güell & Redondo (2012), reflecting similar elements of a territorial foresight. One of these elements is participation. This element is particularly reflected by the Programme Organisation Zuidasdok, which organises activities encouraging open discussions and conversations with the people involved in Zuidasdok. Another element recognized in the case of Zuidasdok is vision, which is formulated in the Zuidas Vision 2016. In this document, significant emphasis is placed on the programme's social responsibilities towards people living and working in the area (Municipality of Amsterdam, 2016). Moreover, another element recognized in Zuidasdok is action, referring to a detailed action plan to successfully tackle future challenges with nowadays activities. In Zuidasdok, the four different project organisations all have their own planning outlining the necessary actions required to fulfil the vision of the programme (Amsterdam Zuidas, 2022).

Complementary to Güell & Redondo (2012), this study recognizes goal frames and frame alignment strategies in the implementation process of a territorial foresight. It adds to Güell & Redondo (2012) by demonstrating that in the execution of an action plan, involved actors have different goal frames. To overcome these differences and achieve an effective execution of the action plan, frame bridging and frame amplification are necessary.

### **5.2.2. Goal frames**

This study corresponds to Lindenberg (2001), as the actors involved in Zuidasdok represent the hedonic frame, the gain frame and the normative frame. However, Lindenberg & Steg (2007) and Lindenberg (2008) argue that the hedonic goal frame is the strongest goal frame, followed by the gain goal frame, and lastly the normative goal frame. This finding does not match to the findings in Zuidasdok, because in this case the gain goal frame showed to be most dominant, followed by the normative goal frame, and lastly the hedonic goal frame.

The dominance of the gain goal frame in Zuidasdok can be attributed to the late implementation of the 'Duurzaam GWW' approach. Due to this, the shared sustainability ambition is heavily influenced by cost considerations leading into a misalignment with a dominant goal gain goal frame (De Groot & Steg, 2009). A potential explanation for the dominance of the gain goal frame in programme Zuidasdok, could be found in a study of Serido et al. (2020). According to this study, maintaining a high level of financial control is an important component of the gain goal frame. A high level of financial control could be particularly important in Zuidasdok due to the financial hits the programme already took during

the financial crisis in 2008. This relates to Flyvbjerg (2014), which discusses that cost overruns, schedule delays and benefit shortfalls are rule rather than exception for megaprojects like programme Zuidasdok. The study explains planners often cope with these problems by using a ‘break-fix’ model, in which a project get paused and re-organised to ‘fix’ problems caused by too optimistic estimates of schedule, cost, or benefits. This model can be recognized in the reorganisation of programme Zuidasdok after the financial crisis. The misallocation of resources caused by the break-fix model, could be a reason for Programma Organisation Zuidasdok to further focus on cost-benefit analysis to prevent more cost overruns, schedule delays and benefit shortfalls.

Moreover, a possible reason for the normative goal frame to be more dominant in the Zuidasdok case in relation to Lindenberg & Steg (2007) and Lindenberg (2008) could be explained by Suchman (1995). This study stresses the importance of procedural legitimacy in a normative goal frame. This need for procedural legitimacy might be particularly crucial in Zuidasdok due to its elaborate history, which has often led people to perceive it as a so-called ‘headache dossier’ (Klumpenaar, 2023). As a consequence of this perception, the programme cannot afford to take risks and must adhere to strict rules and procedures to prevent miscalculations and delays. Another possible reason for a stronger normative goal frame could be the programme’s obligation to involve citizens in the process based on the Environment and Planning Act (Information Point Living Environment, n.d.). This study adds to Snow et al. (1986) by indicating participation in the normative goal frame is not only about addressing cycles of protest, but also about building a local urban community by organising public events that highlight the enjoyable aspects of the realisation of a project.

Lastly, a possible reason for the less dominant role of the hedonic goal frame in Zuidasdok could be attributed to its focus on quality of life through increasing the attractiveness of public spaces with sufficient facilities (Backhaus, 2019). The fact most subprojects of programme Zuidasdok are still in the preparatory or construction phase may imply that the realisation of facilities is perceived as a subsequent step. Therefore, the present focus could be more other motives other than the hedonic frame.

### **5.2.3. *Frame alignment strategies***

Benford & Snow (2000) distinguish four different alignment strategies: frame bridging, frame amplification, frame extension and frame transformation. This study partially corresponds to this theory, as frame bridging and frame amplification are strategies identified in the Zuidasdok case. However, this study differentiates from Benford & Snow (2000) as frame extension and frame transformation are not recognized in Zuidasdok.

A possible explanation for the dominance of the frame bridging strategy could be the presence of a dominant normative frame and a critical normative frame. In Zuidasdok, the dominant normative frame focuses on safety norms, while the critical normative frame attaches great value to sustainability. Although the frames are not yet linked to each other, both are derived from the same normative motive to ‘act appropriately’. This indicates the frames are ideologically compatible, denoting frame bridging

as most suitable alignment strategy (Lindenberg, 2001; Kountouri & Nikolaidou, 2019). The occurrence of frame amplification may be attributed to the negative portrayal of Zuidasdok in the media (Klumpenaar, 2023; Stil, 2023). Frame alignment can be used to highlight a more positive image of Zuidasdok, for instance through the organisation of public events. Hereby, this study adds new possible reasons for frame amplification strategies to McCammon et al. (2004), which argues frame amplification is mostly useful in issues regarding justice and reform.

The absence of frame extension could be explained by the institutional environment in which programme Zuidasdok is executed. According to Cornfield & Fletcher (1998) institutional environments constrain organisations from using frame extension as frame alignment strategy. The absence of frame transformation may be attributed to a missed window of opportunity (Kingdon, 2003). After the crisis of 2008 the plans for the programme have undergone profound changes. This revision could have been an opportunity to generate new meanings to existing frames. However, once the new plans for Zuidasdok were set, the window for such transformation closed.

### **5.3. Practical implications**

In Zuidasdok, the delayed initiation of the Duurzaam GWW approach resulted in a misalignment in which sustainable decisions can only be taken based on a cost-benefit analysis. To stimulate more sustainable decisions, it is important these decisions can also be made based on other motives. Therefore, the ‘Duurzaam GWW’ approach should be implemented from the beginning of a project, offering a fair change for more normative motives to influence sustainable decisions rather than being dominated by cost considerations.

To facilitate the implementation of the Duurzaam GWW approach and achieve alignment among all actors regarding sustainability as an integral part of the programme, appointing a sustainability ambassador to oversee its execution could be helpful. In Zuidasdok, such an ambassador was not present which possibly contributed to the late implementation of the approach (Programme Zuidasdok. 2023c). Appointing someone whose primary responsibility is to execute the ‘Duurzaam GWW’ approach helps prevent sustainability being overlooked at the beginning of a project, ensuring its integration as a vital element in the programme. The sustainability ambassador can act as a change agent ‘who has the skill and power to stimulate, facilitate and coordinate’ towards a programme in which sustainable decisions are not only based on cost considerations but also on more normative motives (Lunenburg, 2010). For this change to be a success, it is important the ambassador has good relations with the key decision makers within the organisation (Lunenburg, 2010). Given the high sustainability ambitions of the municipality of Amsterdam, it is advisable for programme Zuidasdok to appoint someone from the municipality as sustainability ambassador. For other infrastructural projects, it is also recommended to appoint a municipal representative as sustainability ambassador. This is due to the fact that the local government holds the greatest stake in developing a sustainable city as the project takes places on their territory (Programme Zuidasdok. 2023c).

## **5.4. Limitations**

A limitation of this research is the external validity, referring to the generalizability of the outcomes. The used research method is a case study and the outcomes are therefore very context-specific (Yin, 2008). This means that because of the small sample size, the outcomes of a case study are not generalizable to other settings (Tsang, 2014).

Although statistical generalizability is not possible, analytical generalizability is. Single case studies provide opportunities for process-tracing, enabling analytical generalization of findings based on patterns in the data (Beach & Pederson, 2013). For this research, this indicates that the findings of programme Zuidasdok can be applied to theoretical propositions concerning goal frames, frame alignment and territorial foresight. For instance, frame amplification as a stimulator for participation practices can be an applicable finding to other studies.

Furthermore, the internal validity of the research is high and compensates for the lower external validity. The high internal validity is due to a high content validity, referring to the extent in which all relevant aspects of the key concepts are measured by the research instrument (Weller & Romney, 1988). In this research, the operationalisation of key concepts based on comprehensive analysis of current literature positively influenced the content validity of the research.

Another limitation is response bias, referring to the possible interest of participants to frame Zuidasdok in a positive way particularly given the negative image of Zuidasdok in the media (Paulhus, 1991). This limitation is mitigated by the inclusion of two interviews with participants from independent organisations, in addition to the interviews conducted with participants from the Programme Organisation itself and the three mother organisations.

## **5.5. Further research**

This study showed that creating a joint venture with its own name and identity is a method to align goal frames of different organisations working together towards a territorial foresight. Considering the fact this study focuses on the goal frames and frame alignment strategies of inter-organisational actors, it could be interesting to further research the intra-organisational relations in joint ventures working towards a territorial foresight. Studying the relations within a joint venture like for instance the Programme Organisation Zuidasdok could lead to a more comprehensive understanding of why actors commit or do not commit to a territorial foresight (Diamond & Rush, 2011). Besides, another reason to study intra-organisational relations in joint ventures is that internal controversies negatively influence a consistent inter-organisational frame alignment (Beenakker et al., 2022).

Another interesting venue for future research could be to further investigate whether and how frame extension and frame transformation influence the implementation of a territorial foresight, since these frame alignment strategies did not occur in Zuidasdok. A cross-case comparison could indicate whether these strategies can still be effective methods to align goal frames in other (infrastructural) contexts (Khan & VanWynsberghe, 2008).

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# Appendix

## Appendix 1. Research Information Form

### ONDERZOEKSINFORMATIE

**Naam onderzoek:** Implementatie duurzame toekomstperspectieven

**Verantwoordelijke onderzoeker:** Julia Verlaat

#### Inleiding

Wij vragen u om mee te doen aan een master-scriptieonderzoek. Voordat u beslist of u wilt meedoen aan dit onderzoek, krijgt u uitleg over wat het onderzoek inhoudt. Lees deze informatie rustig door en vraag de onderzoeker uitleg als u vragen heeft.

#### Beschrijving en doel van het onderzoek

Het doel van het onderzoek is tweeledig. Ten eerste inzicht verkrijgen in de implementatie van duurzame toekomstperspectieven door meerdere samenwerkende actoren. Ten tweede wordt kennis opgedaan over hoe actoren begrip krijgen voor elkaars perspectieven op de implementatie van duurzame toekomstperspectieven om daarmee bij te kunnen dragen aan een betere implementatie. De onderzoeker verricht interviews, observaties en verzamelt documentatie om informatie te verzamelen over de implementatie van duurzame toekomstperspectieven.

U doet vrijwillig mee aan dit onderzoek. Daarom kunt u op elk moment tijdens de observatie uw deelname stopzetten en uw toestemming intrekken. U hoeft niet aan te geven waarom u stopt. U kunt tot twee weken na deelname ook uw onderzoeksgegevens en persoonsgegevens laten verwijderen. Daarnaast heeft u recht om uw gegevens in te zien en foutief opgeslagen gegevens te laten wijzigen. Daarvoor kunt u contact opnemen met de onderzoeker via de onderstaande gegevens.

#### Wat wordt er van u verwacht?

Bij aanvang vraagt de onderzoeker of een audio opname worden gemaakt voor analysedoeleinden. U wordt verzocht aan te geven of u de uitwerking de onderzoeksresultaten toegestuurd wilt krijgen op het toestemmingsformulier. Noteer s.v.p. uw emailadres en handtekening.

#### Wat gebeurt er met mijn gegevens?

De gegevens worden vertrouwelijk behandeld. De gegevens zijn niet tot u als persoon herleidbaar. Alleen anoniem gemaakte onderzoeksgegevens worden door de onderzoeker gebruikt voor een maken van een dataset, schrijven van een scriptie, onderwijs, publicaties en/of presentaties aan derden.

Uw persoonsgegevens worden maximaal 10 jaar bewaard aan de Radboud Universiteit voor de interne administratie van het onderzoek. Deze gegevens zijn alleen toegankelijk voor de onderzoeker en de gegevensbeheerder. We bewaren alle onderzoeks- en persoonsgegevens op beveiligde wijze volgens de richtlijnen van de Radboud Universiteit.

#### Heeft u vragen over het onderzoek?

Als u graag verdere informatie over het onderzoek wilt hebben, nu of in de toekomst, kunt u contact opnemen met:

## Appendix 2. Informed Consent Form

### TOESTEMMINGSVERKLARING

**Naam onderzoek:** Julia Verlaat

#### **Verklaring deelnemer**

Ik heb uitleg gekregen over het doel van het onderzoek. Ik heb vragen mogen stellen over het onderzoek. Ik neem vrijwillig aan het onderzoek deel. Ik begrijp dat ik op elk moment tijdens het onderzoek mag stoppen als ik dat wil. Ik begrijp hoe de gegevens van het onderzoek bewaard zullen worden en waarvoor ze gebruikt zullen worden. Ik stem in met deelname aan het onderzoek zoals beschreven in het informatiedocument.

Wilt u s.v.p. uw wensen ten aanzien van het onderzoek kenbaar maken?

- |   |        |
|---|--------|
| 1. Mag een audio-opname worden gemaakt?                             | JA/NEE |
| 2. Ik wil op de hoogte worden gehouden van de onderzoeksresultaten. | JA/NEE |

Naam: ..... Email: .....

Handtekening: ..... Datum: .....

#### **Verklaring onderzoeker**

Ik verklaar dat ik de hierboven genoemde persoon juist heb geïnformeerd over het onderzoek.

Naam: ..... Email: .....

Handtekening: ..... Datum: .....

### Appendix 3. Respondents Interviews

	<b>Organisation</b>	<b>Function</b>	<b>Date</b>
Respondent 1	Programme <u>Zuidasdok</u> (2023a)	Director	31-05-2023
Respondent 2	Programme <u>Zuidasdok</u> (2023b)	Integral Design Leader	01-06-2023
Respondent 3	Programme <u>Zuidasdok</u> (2023c)	Contract Manager	09-06-2023
Respondent 4	Programme <u>Zuidasdok</u> (2023d)	Environmental Manager	09-06-2023
Respondent 5	Programme <u>Zuidasdok</u> (2023e)	Communications Adviser	07-06-2023
Respondent 6	<u>ProRail</u> (2023a)	Project Manager Sustainability Communication	11-05-2023
Respondent 7	<u>ProRail</u> (2023b)	Policy Advisor Sustainability and Circular Economy	15-05-2023
Respondent 8	<u>ProRail</u> (2023c)	Advisor Sustainability	07-06-2023
Respondent 9	Directorate-General for Public Works and Water Management (2023)	Programme Manager Climate Neutral and Circular Infrastructure	07-06-2023
Respondent 10	Municipality of Amsterdam (2023)	Advisor Mobility & Space	16-06-2023
Respondent 11	University of Amsterdam (2023)	Senior Lecturer Human Geography and Urban/Regional Planning	17-05-2023
Respondent 12	<u>Goudappel</u> (2023)	Advisor Traffic, Parking and Location Development	16-06-2023

## Appendix 4. Interview guide

### Introductie

*Allereerst natuurlijk hartelijk dank dat u tijd heeft vrijgemaakt voor dit interview. Mijn naam is Julia Verlaat, masterstudent Strategic Management aan de Radboud Universiteit. Momenteel loop ik stage bij De Selectie, organisatieadviesbureau op het gebied van strategie en communicatie. Naast dat ik meeloop bij verschillende projecten van De Selectie, ben ik bezig met mijn scriptie over de implementatie van duurzame toekomstperspectieven door meerdere samenwerkende actoren. Het project Zuidasdok is een mooi voorbeeld van zo'n duurzaam toekomstperspectief waarin meerdere actoren samenwerken om Amsterdam en het noordelijke deel van de Randstad bereikbaar te houden. Hoewel het gezamenlijke doel van zo'n toekomstperspectief vaak duidelijk is, kunnen er problemen ervaren worden in de implementatie van een duurzaamheidsdoel door verschillende belangen en frames waarmee actoren kijken naar het gestelde doel. In mijn onderzoek ga ik kijken naar de vraag hoe de frames die verschillende partijen (bijv. ProRail/gemeente Amsterdam/RWS/andere belanghebbenden) hebben beter op elkaar kunnen worden afgestemd om te zorgen voor een betere implementatie van een duurzaamheidsdoel.*

*De informatie die voortkomt uit dit interview zal gebruikt worden om inzicht te krijgen in de manier waarop de verschillende samenwerkende actoren binnen Zuidasdok kijken naar duurzame toekomstperspectieven en de implementatie hiervan. Na afloop van het onderzoek is het mogelijk om de onderzoeksresultaten te delen. Voordat we overgaan naar het interview zou ik willen vragen of ik het interview mag opnemen. Tot slot, heeft u voordat we beginnen met het interview nog vragen aan mij?*

### Vragen

- Kunt u wat meer vertellen over wie u bent en wat uw functie is binnen het project Zuidasdok?

#### *Algemeen*

- Wat verstaat u onder duurzaamheid?
- Wat is uw visie op duurzaamheid?

#### *Project Zuidasdok*

- Kunt u wat meer vertellen over het project Zuidasdok?
  - In welke fasen kan het project Zuidasdok opgedeeld worden?
  - Uit welke onderdelen bestaat het project Zuidasdok?
- Wat zijn belangrijke mijlpalen binnen het project Zuidasdok?
- Wat zijn de belangrijkste uitdagingen die worden ervaren bij het project Zuidasdok?
- Wat zijn de ambities op het gebied van duurzaamheid binnen het project Zuidasdok?
- Welke ambities op het gebied van duurzaamheid binnen het project Zuidasdok zijn reeds behaald?
- Bij welke ambities op het gebied van duurzaamheid binnen het project Zuidasdok liggen nog uitdagingen?
  - Wat is de oorzaak hiervan?
- Wie zijn de belangrijkste samenwerkingspartners bij het project Zuidasdok?
- Op welke manier vindt de samenwerking plaats tussen deze verschillende samenwerkingspartners?

- Hoe verloopt de samenwerking tussen deze verschillende partijen binnen het project Zuidasdok?
- Welke uitdagingen spelen er in de samenwerking tussen de verschillende partijen binnen het project Zuidasdok?
  
- Kunt u wat meer vertellen over de manier waarop burgers worden betrokken bij het project Zuidasdok?
- Welke uitdagingen worden ervaren bij de participatie van burgers bij het project Zuidasdok?
  
- Wat zijn de belangrijkste bijdragen van de verschillende samenwerkingspartners binnen het project Zuidasdok? (denk aan: geld/tijd/kennis/relatie/netwerk)?
  - ProRail
  - Rijkswaterstaat
  - Gemeente Amsterdam
  - Andere samenwerkingspartners
- Welke overeenkomsten merk je in de manier waarop samenwerkingspartners kijken naar de implementatie van het project Zuidasdok? (denk bijv. aan belangen/doelen)
- Welke verschillen merk je in de manier waarop samenwerkingspartners kijken naar de implementatie van het project Zuidasdok? (denk bijv. aan belangen/doelen)
  - ProRail
  - Rijkswaterstaat
  - Gemeente Amsterdam
  - Andere samenwerkingspartners
  
- Op welke manier proberen de samenwerkingspartners binnen het project Zuidasdok ervoor te zorgen dat ze dezelfde visie delen op duurzame toekomstperspectieven?
  - Elkaar in het midden vinden; bredere definitie (frame bridging)
  - Doel oprekken (frame extension)
  - Hoe in schijnwerpers gezet/welke kanalen gebruikt (frame amplification)
  - Radicaal nieuwe ideeën t.a.v. spoorontwikkeling (frame transformation)
- Welke andere manieren zijn er volgens u mogelijk om 'alle neuzen dezelfde kant op' te krijgen als het gaat om een goede implementatie van duurzame toekomstperspectieven?

### ***Afsluiting***

*Nogmaals bedankt voor uw tijd en medewerking aan mijn onderzoek. Heeft u nog toevoegingen op uw antwoorden? Heeft u nog vragen voor mij? Zou u het eindresultaat willen inzien?*

## Appendix 5. Code Tree Atlas.ti

Air quality 2	Cost-benefit analysis 16	Formal Participation 23				Freight carriers 2	GVB 3	Heat stress 2	High costs 3	History Zuidas 2	Informal Participation (f.i. public events) 8	Inspiring other organisations 2
Attractiveness public spaces 5		Interest groups 1	Ministry of Infrastructure and Water Management 9	NIMB 1	NS 5	Other train passenger transporters 2	Own identity Zuidasdok 4	Paris Agreement 1	Political organisation 2	Procedural legitimacy 4		
Car traffic 1		International Accessibility 2										
Circular Construction 4		International sustainable mobility 2		Property value 1	Schip 1	Social sustain 1	Subway and tram organ 1	Surrounding munic 1	Sustainability ambassador 2	Sustainability not in initial plans 8		
	Directorate-General for Public Works and Water Management 10	Involving sustainability early in process 1	ProRail 8									
City Region Amsterdam 1	Duurzaam GWW approach 8	Knowledge exchange 5	Municipality of Amsterdam 9	Sustainable ambitions Municipality of Amsterdam 9				Sustainable Development Goals 1	Sustainable energy 5			
Climate goals 2		Limited space 1		Province of Noord-Holland 3	Sustainable goals 2		Sustainable mobility 15					
Climate train 1		Livability 2	National/Regional Accessibility 6	Sustainable materials 10								
Contractors 3		Market parties 4	Nature 6	Quality of life 3								
Cooperation 6	Exemplary behaviour 2	Material hubs 2		Safety norms and regulations 6		Users of Zuidas 1		Water storage 3		Zero-emission city 2		
	Exemplary role 2					VRA 1						
	Financial crisis 3											

## Appendix 6. Code Tree

