

Social Values within the Decision-Making Process of Public City Management

Thijs Nivard

MSc Management of Technology

4675010

Thesis Committee

Prof. dr. T. A. P. Metze, TU Delft, supervisor

S. Steinert, TU Delft, supervisor

Dr. A. Correljé, TU Delft

Supervision Gemeente Rotterdam

Tony Pipping, supervisor

Mozafar Said, supervisor

Rotterdam

November 2024

An electronic version of this thesis is available at <http://repository.tudelft.nl/>.

Abstract

This project aims to identify how to improve the inclusion of social values within the decision-making process of the city management department of the municipality of Rotterdam. The project was conducted in collaboration with the municipality and, specifically, their value wheel development team. The "value wheel"¹ is a value-based decision-making tool, which aims for projects to be selected based on total value contributions instead of financial risks. The idea behind this model is that all values are considered on an equal basis within the decision-making process of asset management. The issue, however, is that the development team is still unable to quantify social impact, which makes that the value wheel model cannot consider social values at an equal rate as the other values of the value wheel.

Although the model is already being put into practice, social values still find no place within the decision-making process. The Rotterdam municipality currently does not have another established method to address social values, which makes that within the organisation, social values are often overlooked or misinterpreted. The literature indicates that various social impact measurement models exist. However, they all require a list of social value indicators designed for the context in which the models operate. This means for them to be used within the value wheel framework, social value considerations and indicators are required. Through participatory observations and interviews, officials of the municipality were asked to identify the social values present within the municipality. To include the value considerations of citizens, a text-mining model, which is trained to identify values, was applied to the complaint database of the municipality.

Next to the identification of social values did the project also explore possible barriers to the inclusion of a value-based framework within the municipality. Which is why the participatory sessions and the interviews were also used to identify the context in which the value wheel is intended to be implemented. To identify the issues of the value wheel framework itself, the sessions of the value development team were followed closely and a pilot case of the value wheel was attended.

Coding was applied on the collected dataset due to the various types of data collected. This resulted in the identification of eight main themes influencing the inclusion of social values within the decision-making process. These themes are: social values experienced by officials, social values experienced by the public, the value wheel, civil participation, trust, compartmentalisation, leadership within the municipality and standardisation. The thematic analyses of these themes indicate that there are both theoretical restrictions and practical issues that prevent the implementation of social values.

Moreover, by placing quantified social values within a model, officials are confronted with technical quantities instead of public desires. This causes the actual value considerations to get lost within the decision-making process. Issues with trust, participation, leadership, and compartmentalisation show that officials are already faced with a growing gap between the reality on the streets and the situation as officials perceive it in the office. Quantifying social values within a model only strengthens this gap, instead of ensuring that actual social value considerations are included.

The results of this project can help municipalities, but also other governmental bodies, to identify the restrictions that currently prevent social value considerations from being included in the decision-making process. With that information, steps can be taken to improve the inclusion and consideration of social values when new projects are developed.

¹"Waardenwiel" in Dutch

Preface

I am proud to present you my thesis: "Social Values within the Decision-Making Process of Public City Management." I have been an inhabitant of this city for many years, and this project has allowed me to experience the day-to-day operations of the municipality by hand, whilst hopefully making a contribution to the social impact of this wonderful city.

I would like to express my deepest gratitude towards the supervisors of this project, Prof. Dr. Tamara Metze and Steffen Steinert. Despite their busy schedule and my stubbornness, they kept providing guidance and support whenever I needed them. Without their expertise and critical notions, this project would have never reached this state.

I would also like to express my gratitude to the value wheel development team, and especially Tony Pipping and Mozafar Said. They allowed me to venture beyond the boundaries of the initial project, but were always available for a quick chat or discussion on the topic at hand. By inviting me into their team, they showed me their own struggles with the value wheel, which strongly contributed to the findings of this project.

Furthermore, I would like to thank all other officials who participated in this project. Without their help, this project would have been meaningless. Their willingness to share their experiences and expertise has surprised me from the start and allowed me to get an insight into the municipality that otherwise would never have been possible.

I am deeply grateful for the support of my family. Without their support during my studies, I would not have been able to present you this work today. I am also thankful for their patience during this project, I will make sure that after the final presentations I will take the time again to cook for you.

Finally, I would like to thank my friends and roommates for their support during my project. I have always been able to discuss issues, steer my thoughts apart, or ask them for a grammar check. I finally have learned that in English, there is no such thing as a verb directly after a comma, so if you might stumble across such a construction in this report, is it not intended.

Thijs Nivard

November 2024, Rotterdam

Contents

Abstract	ii
Preface	iii
1 Introduction	1
1.1 Public Needs within a Municipality	1
1.2 City Management	1
1.3 Value Wheel Framework	2
1.4 Values within the Municipality	3
1.5 Issues with the Value Wheel	3
1.6 Consequences for the Municipality	4
2 Research Question	5
3 Literature review	6
3.1 Social Value Concepts	6
3.2 Social Impact Measurement	9
3.3 Social Impact Measurement Methods	10
3.4 Social Value Indicators	11
3.5 Conclusions	13
3.6 Additional Research Questions	13
4 Methodology	15
4.1 Research Strategy	15
4.2 Case selection	16
4.3 Participatory Observations	17
4.4 Interviews	19
4.5 Case Study: A Value Wheel Pilot Case	21
4.6 Complaint Analysis	23
4.7 Coding	25
5 Results	27
5.1 Theme 1: Social values experienced by Officials	27
5.2 Theme 2: Social Values experienced by the Public	33
5.3 Theme 3: The Value Wheel	36
5.4 Theme 4: Civil Participation	41
5.5 Theme 5: Trust	45
5.6 Theme 6: Compartmentalisation	47
5.7 Theme 7: Leadership within the Municipality	50
5.8 Theme 8: Standardisation	52
6 Discussion	55
6.1 Main Findings	55
6.2 Limitations	60
6.3 Follow-up Research	62
6.4 Recommendations for the Municipality	63
6.5 The Internship	64
7 Conclusion	65

A Literature Review	67
A.1 Literature Review Strategy	67
A.2 Social Indicators from Literature	67
B Value Wheel Framework of the Gemeente Rotterdam	72
B.1 Use of the wheel	73
C Organisation of the Gemeente Rotterdam	75
C.1 Organisation of the Gemeente Rotterdam	75
C.2 Organisational Chart	76
C.3 Asset management Gemeente Rotterdam	77
D Interview	80
D.1 The Interview	80
D.2 The consent forms	82
D.3 The Interviews	83
E Complaint Analysis	95
E.1 Dataset	95
E.2 Complaints	95
E.3 The values from the Analysis	96
E.4 The value monitor	96
E.5 The Results	97
F Thematic Analyses of Additional Themes	102
F.1 Budget cuts	102
F.2 Lack of cultural knowledge	102
F.3 Politics	103

1 Introduction

1.1 Public Needs within a Municipality

"I will commit myself to the rights and well-being of all inhabitants and the city of Rotterdam itself"² is a line from the oath that officials have to take before joining the municipality of Rotterdam³. According to the Dutch Government, the goal of a municipality is to "only carry out tasks that directly benefit its inhabitants" (Rijksoverheid 2024). Furthermore, as quoted from some interviewed officials: "In the end, you do it for the inhabitants of Rotterdam", and "It is important to realise that we operate for the public good" (Respondents 18 and 19). The common theme of these selected quotes is that a municipality should act according to the public needs of the inhabitants of the municipality.

The issue of addressing public needs, however, is that they are often difficult to quantify and heavily rely on the people involved (Bryson et al. 2015; Bozeman 2007). Take as an example a busy street crossing within the city. Residents near the crossing will desire little traffic, little noise, and maybe greenery around the crossing. Nearby stores would like a lot of traffic to attract customers, but also not too much such that people walking by feel unsafe or unpleasant by the amount of traffic passing by. People in traffic expect to pass the crossing as fast as possible, whilst the municipality would like as little nuisance as possible. Whose "public needs" should be fulfilled, and whose needs should be decided to be ignored? One could think of an ideal solution where the greatest total value addition should be picked, but how does one determine these values?

Meanwhile, the municipality is also responsible for sewage, power cables, water drainage, lightening of the crossing, is bounded by traffic laws, and has a limited budget. Different stakeholders have different values that they adhere to, and the municipality is responsible for the public needs of the crossing. It shows how complex the decision-making process of only a single crossing can be. The municipality has roughly a million assets to manage, and the responsibility for these assets lies with the city management department of the Gemeente Rotterdam (The assets are shown in appendix C.2).

1.2 City Management

To manage these assets, a new strategy called asset management was introduced by the city management department in 2013 (Gemeente Rotterdam 2019). Before that, assets were mainly just fixed periodically or when broken. With a more forward-looking methodology, assets could be replaced or maintained before broken down. "In general, assets are managed based on centrally steered inspections, risk-analyses and efficiency-calculations" (Gemeente Rotterdam 2019). This is in line with asset management in literature: "Asset management means operating a group of assets over the whole technical life-cycle, guaranteeing a suitable return and ensuring defined service and security standards." (Schneider et al. 2006, p. 643). For the example of the crossing, this essentially means that whenever one of the assets starts to show wear and tear (roads, traffic lights) or has its regular maintenance (sewage or utilities), all assets will be assessed and those that can be included within the maintenance project will be fixed.

With asset management, the crossing does not have to be held up every time a single asset needs replacement, but rather periodically when all the due assets are maintained. The issue that remains with this approach, however, is that it still focuses mainly on the intrinsic value of the assets. The maintenance requirements fully focus on the state of the materials, rather than the actual use of the asset. With a simpler example like a bench, the difference becomes clear. In its existence and functioning, a bench is much more than just some planks with a lifespan of roughly 20 years (the intrinsic value). It is a place where people can rest, enjoy their surroundings, and ideally meet-up with other people.

²"Ik zet mij in voor de rechten en het welzijn van alle Rotterdammers en de stad" original line from the "Ambtseed" from the Municipality of Rotterdam

³There is no public source to this oath, the full oath can be requested in consultation with the municipality of Rotterdam

Within the current system, this bench would not directly be fixed if it would be broken, as it is only a small asset within a larger group of assets (a complete park) and has to wait until a larger group of assets also needs to be maintained. For a single bench, the damage does not seem to have a big impact. When the impact is larger, like a lamppost being broken in a dark street, it can cause people to feel unsafe within their street, avoid using the street at night and start feeling annoyed by the municipality not fixing its responsibilities.

It is not only a question of when assets are maintained, but also in what way they are maintained. Take the shrubbery around a canal or within a park. The green outlay should be beneficial to the public as it improves the view of the city. However, in some cases it will obstruct the pathways which causes people to take the street when passing by, which can result in traffic accidents. The current asset management model does not account for any changes in maintenance that could benefit the existing state of affairs.

1.3 Value Wheel Framework

In an attempt to create a broader view on the impacts of their decisions, the value wheel development team began with the development of a value-based decision-making tool, which became public in 2022 (Gemeente Rotterdam 2022).

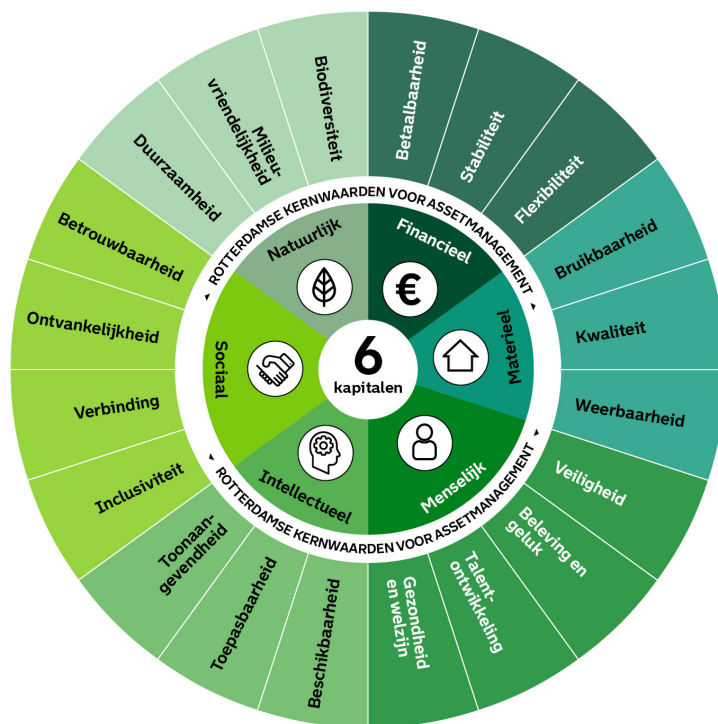


Figure 1.1: The value framework of the Gemeente Rotterdam. The outer layer consists of the core values as perceived by the Gemeente Rotterdam (2022).

The value wheel framework is based on the six-capital model (Herath et al. 2021), and was constructed in collaboration with an external party. The value wheel allows a shift from a risk-based analysis to an analysis based on value addition. By mapping the values within a model, officials can use key performance indicators (KPIs) linked to the values to see the total value impact of the different scenarios. Based on the sum of all values, both negative and positive, the decision for a playground, a bike path, or additional

greenery is made. A full explanation of the decision-making process of the value wheel is given in appendix B.

In theory, all value contributions are collected to get an understanding of the actual value impact of a project. In practice, difficulties arise when the different values are compared. Take, as an example, a policy which requires an investment of €10M to improve the quality of education within the municipality. The financial value of this project is clear and stands at negative €10M. However, how do we determine the value addition from an improvement in education? One could say that children will be able to get better jobs, enjoy their time at school better, and maybe that teachers benefit from a reduction in workload or additional salary. The question remains: how does it compare to the €10M? For the value wheel to work as intended, the "softer" values, like a reduction in workload, need to be expressed in similar terms to the "hard" values, like monetary needs.

1.4 Values within the Municipality

In the literature on value models, values are categorised within various classes. The common split, however, is often made between economic and social values, and in later works a third category of environmental values is often added (Morris 1956; HMRC 2010; Choi 2014). The choice of categorisation is simply a strategic way to include values within decision-making (Sirmon et al. 2007). The relevant notion is that there is a difference in how social values are expressed in different frameworks. The description of social values within this project, therefore, is not how social values are described by the value wheel, but is taken from the perspective of the involved stakeholders within the municipality.

In terms of quantifying values within a value-based model, there is a big difference between the categories. Economic values are mainly described via monetary values, which are generally understood by the public. The determination of the initial price can depend on subjective means, but a policy with €300 returns vs. another policy with \$10 returns in general gets the upper hand. Environmental values tend to be a bit more difficult. However, conversion to CO₂ emissions, when possible, has allowed for easier comparison. Other sustainable measures like biodiversity also have equivalents, such as the biodiversity net gain as described by the UK Department for Environment, Food & Rural Affairs (2024).

Social values, on the other hand, rely mostly on intangible actions, which are difficult to convert into comparable quantified values. Take a decision between more social contact vs. better safety measures. Instinctively, some quantification will come to mind, like additional people met or increased light levels at night. Even with these quantified measures, they cannot be directly compared, let alone if they have to be compared against a monetary value.

The problem that this causes is that even when the wheel is used, not all values can be described with the same clarity. This can cause a strong tendency towards the commonly understood values⁴ over less descriptive ones (C. Wood and Leighton 2010). Which makes that the value wheel conclusions are not much different than the initial asset management methodology, with material values strongly outweighing the social values.

1.5 Issues with the Value Wheel

To combat this issue, social values must be made equivalent to economic and environmental values. To do so, the value wheel development team has been trying to develop a set of social values and indicators (KPIs) which can measure the result of social value policy, also known as social impact. However, little research has been performed on social values experienced within the domain of the municipality. The

⁴Commonly understood values refer to values as understood within western culture, value considerations within other cultures can be entirely different.

values in the value wheel model in its current state are based on hand-picked values from previous documents of the municipality but have not been able to fill the gap⁵.

An initial look at the literature shows that there does not exist a single list of social values in municipal context. This makes that at the present moment, the value wheel development team cannot take the next step in quantifying social values. Without a concrete list of social values, it becomes impossible to create a set of social indicators which can quantify these values. Which makes that within the current decision-making process, social values are often still overlooked.

However, a critical and relevant question would be if the inclusion of social values in the value wheel would actually contribute to the influence of social values on the decision-making process of the municipality. Other values within the value wheel have fully been determined with KPIs, and yet, they still do not influence the decision-making process within the municipality. The value wheel development team struggles to find officials that actually want to apply the value wheel within its current state, as they see little need for a new model and have other issues that take priority. This makes that even if social values are quantified and included in the value wheel framework, there is no guarantee that the wheel itself will be implemented by officials.

1.6 Consequences for the Municipality

Whilst most cases of value conflicts happen in the public sphere, similar issues within other departments of the municipality also happen. The public domain is simply the place where most varying stakeholders come together (Zamanifard et al. 2018). Whilst the societal development department needs to validate its expenses versus the care they provide for citizens, city development has to predict their impact years before the actual project is being executed. Most departments struggle with expressing social values on equal terms as economic values.

This makes that throughout the entire organisation, social values are overshadowed by the easier accessible economic values, namely the costs of social endeavours. The educational investment will be deemed too expensive, the lamppost will be left broken, and the bench will be ignored until another bigger maintenance round comes along. One could question whether this is an issue, as many social investments will not be worth the effort, but in the current situation, many officials cannot distinguish them, apart from their gut feeling.

However, recent and past research has indicated that certain social impacts can definitely outweigh the initial investments. There are many examples of literature describing these effects (Halstead et al. 2022; Akcomak 2009; Bowen 2018), but also the European Commission (2019) has provided a report on the effects of social impact investment on the long-term benefits. Take the example of education. An extensive analysis of the effects of social values of education shows that in reality the benefits could easily become a multiple of the initial €10M invested (Bowen 2018). Or take the Dutch child care scandal, reducing expenses stood at the basis of one of the largest scandals of recent Dutch politics (Frederik 2021).

Thus, to ensure that social values are included on more equal terms in the decision-making processes of the municipality and specially within asset management. It is not only a question of what the social values are. It is also about how the values can be quantified and included in the existing framework. The final question is: how are social values brought into the decision-making process of the organisation?

⁵Based on documentation on the creation of the value wheel framework and conversations with the value wheel development team

2 Research Question

As of today, there exists no method within the municipality that allows for equal comparison between social values with environmental and economic values. One of the reasons is that within literature, no attempts have been made to identify these values within municipal work. This makes that a base understanding of social value assessment in municipal context does not exist. Without proper assessment of these values, a systematic method to implement social values in the decision-making process cannot be established.

In an attempt to include a broad variety of public values, the city management team has developed a value-based assessment model, which is the value wheel. With this model, the value contributions of various scenarios are compared when deciding on new projects. The issue is that this model also struggles with the gap in literature on the quantification of social values in municipalities. Which is why additional research has to be done to include social values in this model. If the model succeeds in including social values, most public values can be considered when deciding on projects within the public domain.

The value wheel model is not an established method within the municipality either, however. Which is why it is no guarantee that social values are included when the municipality will follow along with this method. This can cause that even though well-defined, social values still find no place in the decision-making process of the municipality. Which would still prevent social endeavours from taking place within the municipality.

Thus, there are two factors that prevent public values from being properly assessed within the municipality. On the one hand, there is a gap within literature, as there is no existing framework on how social values can be assessed within municipal context. On the other hand, there is no established method within the municipality where well-defined social values can find their place. With the value wheel, an attempt is made by the development team, but there is no guarantee that they will be able to bring social value assessment to the municipality.

The main research question thus becomes: **How to better include social values within the decision-making process of city management?** With a focus on what social values exist in the municipality in the first place. In the second place, if well-defined, how can these values find their way into the actual decision-making process?

3 Literature review

Within the literature review, existing knowledge gaps were identified within the context of social values within municipal decision-making. These gaps were then translated into sub-questions that steered the rest of the project to answer the main research question. The approach of the literature review is described in appendix A.1.

The first topic that was investigated was that of social values in general. Before quantifying social values, the concept itself has to be fully understood. Within the introduction alone, social values, public values, social impact and social indicators all were mentioned. These concepts play a pivotal role within this project, but all describe different aspects of social values. Moreover, as social values are an elusive concept, a proper definition must be found before it can be implemented within a model.

Another main aspect of this project is about being able to quantify social values within a value-based model. Within the literature, measurement models often begin with quantifying social values before actually measuring them, which is why they are described as measurement models rather than quantifying models. Existing measurement models were reviewed for their use within the value wheel framework, and to identify what aspects are missing within the municipal context.

The final aspect of the literature review is on social value indicators. The review of existing social value measurement methods showed that most methods require a set of social value indicators, similar to the already existing KPIs of the value wheel in its current state. Therefore, additional research was done on social value indicators that have been described in literature and other contexts in practice.

3.1 Social Value Concepts

3.1.1 Social value definitions

Within literature, the term 'social value' turns out to be an elusive concept. One of the most commonly cited works in value definition is that of Kluckhohn (1951). (Kluckhohn 1951, pp. 421–423) discusses that within the existing literature on values, definitions of value are strongly dependent on the culture, science, and philosophy by which a definition is created. The only definition of social values is also given in this passage, and is taken from *The Polish Peasant* by Thomas and Znaniecki (1927): "By a social value we understand any datum having an empirical content accessible to the members of some social group and a meaning with regard to which it is or may be an object of activity."

Morris (1956, pp. 10–12) attempted to clear up the concept of sociological values by differentiating between *conceivable* values and *operable* values, the former being the values that are being experienced by individuals and the latter values that can be acted towards by society. This difference between values 'in principle' and values 'in practice' (Morris 1956) is a relevant distinction, as it indicates that the perception of values changes depending on the respective stakeholder.

In more recent years, the concept of social became popularised, although there still "is no single authoritative definition of 'social value'" (C. Wood and Leighton 2010, p. 19). An explanation by Oyserman (2002, p. 2): "At the individual level, values are internalized social representations or moral beliefs that people appeal to as the ultimate rationale for their actions. Though individuals in a society are likely to differ in the relative importance assigned to a particular value; values are an internalization of sociocultural goals that provide a means of self-regulation of impulses that would otherwise bring individuals in conflict with the needs of the groups and structures within which they live" continues on this line of reasoning. Social values not only depend on individual judgements, but also on the collective judgement perceptions of an individual. The latter is not the same as public values, but represents how an individual perceives the desires of the collective.

3.1.2 Public values

The descriptions of public values are often traced back to Moore (1997) and his work *Creating Public Value*. Within this book, public values are defined from a result-oriented standing point: "they (public managers) must be able to show that the results obtained are worth the cost of private consumption and unrestrained liberty forgone in producing the desirable results. Only then can we be sure that some public value has been created." (Moore 1997, p. 29). In contrast to the collective social judgement of the individual, are public values, in this definition, the perceptions of the public manager. The importance is the distinction between what an individual sees as values being part of a collective and sees as a collective would value.

A more simplified definition of public values by Benington (2009, p. 237): "all that adds value to the public sphere." shows that it does not really matter who the public manager is. It can be a private organisation, official or local volunteer, but what matters is that it is about adding change that is perceived as net positive for the public. Not how a member of that public would perceive the change. Again looking at the definition of Oyserman (2002), social values can be considered as concerns of an individual or a group that individual is part of, public values would be how a public manager would perceive the values of that group. An important notion is that the public manager can be that individual. Within the municipality, this can be the case, as officials are often also inhabitants of the city itself. Which means that they have to judge on the value considerations of a public they themselves are part of. Social values and public values can encompass the same thing, but, in general, public values do address the conception of general values of a public group.

3.1.3 Value subjectivity

As mentioned, the perception of values strongly depends on the position of the judging individual or body and its position to the individual or group the value holds (Oyserman 2002; Moore 1997). As it turns out, the definition of social values also changes among varying stakeholders (C. Wood and Leighton 2010). Public research institutions tend to describe social value as "wider non-financial impacts ... including the wellbeing of individuals and communities, social capital and the environment" (C. Wood and Leighton 2010, p. 20). Through the eyes of the social entrepreneur, a definition like "The creation of benefits or reductions of costs for society—through efforts to address societal needs and problems in ways that go beyond the private gains and general benefits of market activity." might apply (Phills et al. 2008, p. 102). Private companies see social value as a possibility to add to the total value package of their services (Freeman 1984; D. J. Wood 1991). Finally, for the individual who wishes to make social values operable via monetization, a definition like the goods and services that have a positive impact beyond economic value might be more operable (Magnier and Kobus 2022). The subjective nature of the definitions makes that the true definition of social value lies with the beholder of those values.

This means, that if an organisation like the municipality desires to include value perceptions into their policymaking, picking a single perspective on social values can heavily change the outcome of the inclusion of 'social values'. So when aiming for the inclusion of the values of all stakeholders within the municipality, all their perspectives must be considered. The main takeaway is that if the desire is to include social values within a decision-making tool, the involved stakeholders must be consulted, as their perspective on social values will be different from those of the officials working with the tool. This is also described in various articles, who all mention the involvement of stakeholders pivotal when trying to come up with workable solutions on social value inclusion such as measurement methods (C. Wood and Leighton 2010; Feor et al. 2023; Morgan 2015).

3.1.4 Value ordering

Another relevant choice, within the description of social values, is what values are considered social and which are not. The six-capital framework, on which the value wheel model is based, speaks of six value categories: financial, manufactured, intellectual, human, social, and natural (**herath2021integrate**). However, other distinctions also exist. Take Benington (2009, p. 237), who mentions ecological, political, economic, and social and cultural values. Other instances only speak of social and economic values (HMRC 2010), whilst most articles speak of economic, environmental and social values (Choi 2014; C. Wood and Leighton 2010).

The choice of these categorisations differs per case, but an interesting example is given by Choi (2014), who describes social values to be difficult to construct as they lack objective means, whereas other values like economic values tend to be much more operable as they are measurable by economic theory. It poses quite a harsh distinction between value categories, whilst articles on economic and environmental values paint an opposite picture. Davis (2023) describes that the value blindness in economic theory disregards the complexity and range of human values that stood at the basis of creating economic theory. Kenter et al. (2015), furthermore, highlights how social and environmental values are intertwined within their descriptions.

This does not mean that there is no justification for ordering values into value categories. Sirmon et al. (2007) mention how categorisations of values allow for strategic decisions to be made. Take the example of an investment of €10M in education, given in the introduction. The choice is whether the investment, which is considered to be the economic value expressed in euros, will be worth the change in education, which has an impact on other values, depending on how they are categorised. The relevance to this project is that, independent of the choice of categorisation, value considerations should not change. An individual will experience safety concerns, whether they are part of social values or human capital. Which is why the value categories should be disregarded in the identification of social values within this project. It means that the values described in the human capital can be taken as social value within this project, depending on how the value itself is perceived by the involved stakeholders.

3.1.5 Social impact

The final relevant distinction is between social values and social impact. Within the context of the inclusion of social values with decision-making, social values are often the arguments for decision, whereas the impact is the actual result of a policy. Literature is clear in this distinction, social impact is generally considered the assessment of the social value produced by the endeavours undertaken that would not have occurred otherwise (OECD 2023; Perrini et al. 2021).

The clearest description might be that of Morgan (2015, p. 4) who states that “Whilst the two discourses currently appear to be overlapping within the presentation of social value, there is an important, often overlooked, distinction to be made between a didactic explanation of the changes that have occurred within society through an intervention through an empirically based observation – the ‘impact’ – and an ontological assumption about the nature and importance of that change, based on normative assessments of its ‘value’.” Here the link between the normative assumptions of values and the empirical outcome of change, ‘the impact’ is made.

Thus, when speaking of social value measurement, social impact is the outcome of a policy made with social values in mind. An example would be placing additional street lights in a narrow street. The social value on the base of this project would be safety, whereas the impact of the project would be the additional street lights, which cause people to take the narrow street because of the increase in safety perceptions.

The reason for the importance of the distinction between impact and values is that when talking about social value measurement, the actual aspects that are often being measured are the social impacts. It is much more convenient to measure the number of people using the street than it would be to measure the safety concerns of these individuals. The indicators of social values, known as social value indicators (or KPIs in terms of the value wheel framework), are used to measure the impact which results from policies based on social values. The value, safety, caused the impact, the placement of additional street lights and more people taking the street, and is measured by an indicator, the number of people taking the street.

3.2 Social Impact Measurement

Within decision-making processes, the general concern is often social impact measurement (Feor et al. 2023). As mentioned in the section above, social values can also be measured, take safety considerations, but usually indicators are measured to express the impact of social value policy. There have been many attempts to develop methods and models to determine the social impact of policies and projects. In their literature review Feor et al. (2023) identified 68 different models that have been described in literature. None of these models could be identified as objectively better, as each of them is tailored for their specific purpose. The models vary in domain, relevant stakeholders and level of detail. Each aspect influences the context in which social values are described. The variety in methods also comes through when comparing different literature reviews. Maas and Liket (2011) for example, identify 30 different social impact measurement methods, out of which over half are not mentioned by Feor et al. (2023). In a comparison between Grieco et al. (2015) (76 models identified) and Corvo and Pastore (2021) (98 models) roughly half of the new models were old models being renamed, thus with all reviews considered there are likely over 100 different models to measure social impact, with each of them having their context and detail level.

Within these methodologies, there are a few commonalities. At first, there is the desire to identify social impacts based on social values, but due to the lack of quantifiable measures, some form of modelling is used (Maas and Liket 2011). In line with the first point, the main challenge of these models is that due to lacking standardisation and complexity, social impacts remain difficult to measure objectively (Feor et al. 2023). Third, the most prevalent term within the models is "social indicators" as almost all models try to capture social value via some set of indicators that actually can be measured either quantitatively or qualitatively (Alomoto et al. 2022). As described in the section on social impact, almost all models measure the impact of change, to determine the result of social value policy. An interesting remark is that the number of papers on social impact measurement is growing almost exponentially (Corvo and Pastore 2021), showing the increasing relevance of the topic.

Even though the method did not score the highest on different use cases, Social Return on Investment (SROI) has become the single most prevalent method to be mentioned within literature (Maas and Liket 2011), with being mentioned in 82% of all articles (Alomoto et al. 2022). This is mainly because of its clear methodology and aim to monetise social impact (Corvo and Pastore 2021). Feor et al. (2023) even goes as far as stating that due to its common appearance in literature, it could be the starting place for creating a standard methodology in social impact measurement.

But very niche methods with relevance to the municipality also exist. Mehta (2014) describes a public space index. This index consists of various indicators that can be measured to express the 'five dimensions of Public Space': inclusiveness, meaningful activities, comfort, safety, and pleasurability. By measuring the indicators and weighing them according to predetermined weights, a value, or dimension in this case, is determined and placed on a public space. Another example of a niche impact calculation tool is the TEEB Citytool of the RIVM. This tool uses green indicators to determine the environmental value of changes. The domains of these models are limited, but it mainly shows how adaptations of common

methods like SROI are used for specific appliances.

Feor et al. (2023) mentions a few main strategies that are to be implemented when developing or improving methodologies. At first, stakeholder involvement is key to create a model with inclusive indicators that are shared by those involved with the process. Second, there should be a methodology to collect operational data, hereby the distinct between causality and deadweight data. Deadweight being the impact that would have occurred even without the project or policy that initiated the impact. Third would be a measure that aims for an effective use of resources. Social impact measurement requires quite some capacity and to justify the needs some form of measure should be taken to prevent growing expenses whilst applying the model. A final theme is to generate credibility, in some way or form, storytelling should also be part of the model. Transparency and purpose seem to be the common ways to establish credible output. Because of its prevalence, SROI could be an interesting starting point with the best practices from other models as improvements, keeping the strategies from Feor et al. (2023) in mind.

3.3 Social Impact Measurement Methods

Next to SROI and the public space index, many other models also showed up in articles and reviews. Three different measurement methods were selected upon further investigation, based on their relevance to this project. They can provide a starting point if the value wheel team decides to implement social impact measurement into the value wheel framework. Comparing them also gives a bit more feeling of the differences and commonalities between existing measurement methods.

3.3.1 Social return on investment

Originating from the *return on investment* concept in business analysis, SROI has been developed in the mid-1990s as a way to determine the social value output of business endeavours (Watson and Whitley 2017). Picked up by UK governmental institutions, it has been developed into a model with the aim of creating a single monetary ratio with the initial investment (New Economics Foundation 2009). Hence, the outcome of SROI will be of the form: the SROI ratio is €2.50 for every €1 invested. This type of outcome is not unique to SROI, but the methodology behind the outcome allows for a narrative rather than just a single digit like the other methodologies end up with (Feor et al. 2023). The benefit of this approach is that not necessarily the value counts, but that the context that is provided whilst determining the SROI can be used as a guide in the decision-making process revolved around the SROI (Perrini et al. 2021). However, the monetary outcome also allows for some form of comparison with other impacts such as financial returns, CO₂-emissions and other monetary metrics.

The reason SROI has not yet been implemented is that it still experiences some challenges. The first challenge is that, due to its meticulousness of trying to value every single impact of a project and to involve the stakeholders throughout the process, SROI is a very time-intensive process. Published by The SROI Network (2012) is an example case which shows the SROI of a project revolved around providing meals for disabled elderly. The case has only seven indicators present, but shows many thinking steps and calculations which are specific for this case. This makes that for smaller projects it is to be whether SROI is the preferred method. However, it can also be stated that due to these aspects, SROI gives an output that is both backed by a lot of data input and credible stakeholder input (Morgan 2015). Another point of interest is that despite the allure of the method, the main point of SROI is not to end up with a final true value. However, for less experienced users, it can quickly be perceived as the 'social part' of a projected being handled (New Economics Foundation 2009; Feor et al. 2023).

3.3.2 Social cost benefit analysis

Within literature (social) cost benefit analysis (SCBA) has been the second most mentioned method for evaluating social values (Perrini et al. 2021). Within this method, all costs and benefits of a project are weighed against each other to end up with a cost-benefit ratio. This method is very similar to SROI as it intends to measure all the costs and benefits of a project, which means that values which affect the project should be accounted for. Like SROI, CBA does not intend to create a decisive tool, but rather functions as a support tool within decision-making (Kotchen 2010).

The differences between SROI and CBA is that SROI puts its emphasis on stakeholder involvement, whereas CBA has more restrictions on highly subjective values and indicators (Perrini et al. 2021). Within CBA, the question is less about what matters, and more about how much it matters. The monetary value is obtained via a willingness to pay analysis, where large-scale questionnaires are held within the population asking citizens how much they would pay for certain values (Vining and Weimer 2013). In that way, the narrative of the decision-making process gets lost. Especially for social values, this can be an issue. An interesting aspect of CBA is distributional weights. These weights differentiate the value experienced by individuals. A common example would be how one euro for a millionaire holds little value, whereas a beggar can get a meal out of it (Harberger 1984).

The main benefit of CBA is that the level of detail is smaller, as the aim is not to determine the optimal social return, but rather validate if the benefits outweigh the costs and a project should be undertaken (Layard and Glaister 1994). In this regard, the CBA method has already seen several uses within the municipality (MKBA-informatie 2024), but also in similar contexts like the Ministry of Health, Welfare and Sport (Cebeon 2011).

3.3.3 Triple bottom line approach

The main idea of the triple bottom line (TBL) is that instead of solely focusing on profits, companies should also aim for a bottom line of social impacts and environmental impacts (Žak 2015). The measurement aspect of TBL is similar to that of SROI. In essence, certain values are depicted to the three pillars and are then determined by some quantitative measure (Hubbard 2009). The main difference is that the aim of TBL is not to determine the outcome of all the value, but to work towards certain thresholds (bottom lines) of these pillars. These thresholds are then set as minimal objectives of a policy measure (Žak 2015).

The reason TBL is an interesting method to consider is that it shows that for social values to be considered with a similar attention rate as other values, the aim of a method should not have to be reaching the highest value outcome. TBL sets a minimum requirement for social values to be included. Other methods accept the policy with the highest impact, which could mean that social impact could be even negative, as long as other impact create more value. With the TBL approach, the three pillars all have to be satisfied to some preset level before a policy is accepted (Perrini et al. 2021).

3.4 Social Value Indicators

As mentioned before, most impact measurement models use social value indicators. Indicators are measures of output or change and can be both objective or subjective (The SROI Network 2012). Examples of indicators can be the number of participants within a community (objective), but also increase in self-confidence (subjective). Like social values, there is a subjective connotation to most social indicators. However, in general, indicators allow for values to be broken up into measurable quantities. A social value like participation is difficult to measure, but breaking it up into number of activities, number of participants, number of people unable to attend the activities, etc. allows for concrete measurement.

There are many organisations that have developed social indicators, like the UN and the EU (United Nations 2024), but also in literature and within the Gemeente social indicators are presented (Gemeente Rotterdam 2022; Gemeente Rotterdam 2024). An interesting aspect of these indicators is that they vary in level of detail, focus area, and actual outcome. This is confirmed by Feor et al. (2023) who states that no wide selection of commonly indicators exists yet.

3.4.1 Social indicators in literature

To get an understanding of the complexity and diversity of existing social value indicators, a collection was made of indicators existing in literature. The values found in literature are listed in appendix A.2 combined with the domain they originated from and the social value that was depicted to it. As one can see, there is quite the difference in value indicators spread over the different domains. Most of the indicators are directly measurable from either observations or surveys, whilst others can be named social values themselves. It indicates that the concept of social value indicators is not strictly defined or understood.

The variation again shows that social values heavily depend on the context in which they reside. It also suggests that many of these indicators would make no sense if, for example, the case would be considering the outlay of a new park. This makes that different projects can have a different set of indicators when measuring social values. However, it also makes that to construct a full set of social value indicators, it alone would be a list of hundreds of indicators. It might be sheer impossible to create such a list that can be understood by officials faced by the question of social impact.

3.4.2 Social indicators from the Gemeente Rotterdam

The municipality has made different attempts to describe social indicators. The most common examples within the municipality are the "Brede welvaart" program, which revolves around the Sustainable Development Goals (Gemeente Rotterdam 2021), the "Wijkprofiel", which is a program that monitors the progression of districts (Gemeente Rotterdam 2024), and the value wheel. All models serve another purpose, but mention social values and have indicators that represent their values. Similar to the indicators from literature, are the indicators mainly based on the social values that form the base of the indicator. This is why only the social values of the programs are now listed. The indicators of the "Brede Welvaart" are the sub-goals of the sustainable development goals as stated by the United Nations (United Nations 2024). The indicators of the "Wijkprofiel" can be found in the background section of the site of the "Wijkprofiel" (Gemeente Rotterdam 2024). The set from the value wheel is still under development and not able to be published. However, the indicators (or KPIs as named in the model) are not checked with either the public or officials and hence remain interesting to be discussed with the interviews.

Even within the social values of the three programs, there are already differences in the focus of the programs. "Brede Welvaart" mentions safety, participation, responsibility, and equality as social values. The "Wijkprofiel" depicts self-reliance, together-reliance ⁶, participation, and connection. Whereas the value wheel mentions trustworthiness, responsiveness, connection, and inclusion as the social values. This shows that even within the same domain, social value perceptions differ. A final remark is that the values of the national program to monitor area progression, known as the "Leefbarometer", are also different to the values of the "Wijkprofiel". The values of the "Leefbarometer" are Diversity in life-phase, population density, degree of mutations, development of households, and social cohesion.

⁶Rough translations from "Zelfredzaamheid" and "Samenredzaamheid"

3.5 Conclusions

From the literature review, a few things can be concluded for the rest of the project. Regarding the definition of social values, there is a broad variety with different definitions depending on purpose and stakeholder. Value experiences depend strongly on the individual and perspective, which means that if a single perspective is taken on social value experiences, it is likely that a broad aspect of value experiences is missed out on. It means that for social value considerations to be included into the decision-making process, taking only the social value perspectives of the public manager (the officials in this project) will likely grant a different outcome, when the value experiences of the public are also considered. In the case of this project, it is required to identify both the social value considerations of the decision-making actors, officials, and the actors the decisions will be made for, the public. Currently, there is no common list of social values experienced by officials and the public regarding the context of a municipality.

The literature on existing measurement methods shows that for impact measurement, social indicators are required to express the result of social value policy into measurable quantities. This means that for social values to be quantified into a value-based model like the value wheel, a set of social indicators must be created. There is not one best method that can be used to measure social impact, but methods like SROI and CBA could be used as a base for a method that fits asset management. The first step would be identifying social values in the municipal context, and then indicators can be deduced from those values to quantify social values.

Regarding social indicators, the literature showed that even within similar contexts, social indicators can vary quite extensively (see appendix A.2). It can therefore be expected that officials from different departments will have different social value experiences and require other indicators. This means that for the value wheel to be applicable outside the city management department, officials from other departments should also be included in the rest of the project.

After indicators are identified, the question remains what method best suits the municipality and asset management. Looking at the triple bottom line approach, one could argue if aiming for the highest value output, like the value wheel is supposed to (Gemeente Rotterdam 2022), helps social values within the decision-making process. In addition, as the part on categorising values showed, social values are experienced independent of the chosen value assessment method. The value wheel is the most convenient option, as the city management department has dedicated time and resources for it to be the new value-based decision-making tool. Other options, besides the value wheel itself, also have to be considered during the project.

The final aspect is on the practical aspect of the implementation of a social value-based model. Within the literature, there are no notions on how a value-based model, like the value wheel, is to be implemented within an organisation like the municipality. In theory, a model can be constructed to quantify social values and determine total value outputs. In practice, however, there are many other factors influencing how a model is implemented within the decision-making process.

3.6 Additional Research Questions

Taking the main research question in consideration, five supporting research questions can be identified from the literature review. The first aspect is that literature cannot provide a list of social values as experienced by officials. These considerations are required as the decision-making process is executed by officials, and their value experiences will influence that process. Similarly, there is a role for the value experiences of the public itself. They are the main topic of the decisions made, and their considerations should be included within the decision-making process.

With the values identified, the next remaining question is how the values can be quantified. There

are several social impact measurement methods mentioned within the literature, but they all require a set of social value indicators. Depending on the identified values, indicators can be constructed, and values can be quantified. The preference of the development team would be to use the value wheel framework as the tool to include social values, which makes that if social indicators can be constructed, the question becomes how they would be implemented within that framework. The main question asks for general inclusion in the decision-making process, which means that if the value wheel is incapable of including social values, other methods should be considered.

The final question is on how a social value model, like the value wheel, can be implemented within the organisation itself. A model can be perfect, but if external or internal factors prevent the model from being implemented into the decision-making process, nothing will change for the inclusion of social values. The model has to be implemented within a dynamic organisation that is likely to create barriers unforeseen by literature. Which is why an additional question on the practical limitations of the organisation should also be included.

These remaining knowledge gaps have resulted into five sub-questions. The sub-questions were taken as the basis of the research strategy, with the final aim to answer the main research question: **How to better include social values into the decision-making process of city management?**

1. What social values occur within city management at the municipality of Rotterdam?
2. What social values are experienced by the public within the municipality of Rotterdam?
3. How can the identified social values be quantified?
4. Can these values be incorporated within the existing value wheel framework?
5. What barriers prevent the implementation of social value models within the organisation?

4 Methodology

4.1 Research Strategy

As the research questions show, there is both a quantitative and a qualitative aspect to this project. The quantitative side being the question of which social values are experienced within the municipality, and whether the value wheel framework is capable of including quantified social values. The qualitative aspects are about how the identified values and the value wheel itself are to be applied within the decision-making processes of the municipality. Furthermore, as literature shows, the meaning of social values is an important aspect of social values in general, which means that the identification of values also requires additional qualitative notions. This means that within this project the choice was made for a combination of quantitative and qualitative methods, with a stronger tendency towards the latter.

When starting with the project, the choice was made to directly start with participatory observations next to the literature review. By joining the weekly meetings of the value wheel development team, in combination with their other sessions, the everyday experiences with social values and the value wheel could be used to sketch an image of the practical issues a social value based model faces. This also allowed for interactive sessions where the research would not only been conducted on the municipality, but also with relevant stakeholders of the municipality, as prescribed by Reason and Torbert (2001). The participatory sessions continued until the end of this project, and were mostly used to test ideas with the development team and to identify further problems with the value wheel developments.

From the literature review and initial participatory observation, it was noted that there was a lack of insight in what social values are perceived by stakeholders within the municipality. Another issue was that the value wheel development team had little idea of how the value wheel was to be distributed throughout the organisation after all desired values were implemented. As the development team itself was unable to provide insights into these topics, other methods had to be selected to collect data on these issues.

The main form of data collection was to have in-depth interviews, as described by Mack (2005), with officials from the Gemeente Rotterdam. With in-depth interviews, the perspectives of officials on social value experiences and model opportunities could be identified. The reason the choice was made not to have surveys was that there was little existing knowledge concerning social value perceptions within a municipality. With interviews, new concepts, barriers and other complexities could be identified. Whilst during the interview, relevant follow-up questions could be asked to dive deeper into new concepts.

To identify officials eligible for the interviews, snowball sampling was used (Mack 2005, p. 7). With snowball sampling, officials that had some linkage to the subject and officials who were known by the development team were contacted and asked for relevant participants within their network. The choice was made to have informal meetings when snowball sampling, as it provided the opportunity to explain the aim of the project to the officials, as well as it allowed for some initial questions to be asked to scope the context in which officials experience social values. By scoping the context, interview questions could be tested and prepared for the actual interview. These meetings were informal and not fully documented to protect the identities of the participants. General insights, however, were documented and used as an additional small data source.

A similar method on social value identification with the public would be too time intensive for this project. Which is why the choice was made not to have interviews with citizens of the municipality. To still be able to analyse data on the social value perceptions of the public, another data source had to be used. The most direct input of citizens, the municipality stores, is the complaint database. With a text-mining model developed at the TU Delft, called the 'Valuemonitor' (van de Poel and de Wildt 2024), the transcribed complaints were analysed based on value mentions within those messages.

The final form of data collection was a case study on the implementation of the value wheel model. During the thesis, a pilot case was being run, where the value wheel was used as an analysis tool within an infrastructure project. During participatory observations with the pilot case, the sessions were documented and the issues the value wheel model faces were identified. As the pilot case was already planned by the development team, little influence could be made on the way in which the pilot case was set up. Small discussions and alterations, however, could be brought up during the sessions to ask questions and test some social values within the value wheel implementation.

As the different forms of data collection yield different types of raw data, there had to be some way of bringing all the data together. The choice was made to use coding to identify different themes, which could then be analysed via thematic analyses. The coding process was a hybrid approach of inductive and deductive coding, as demonstrated by Fereday and Muir-Cochrane (2006). A set of themes were selected directly after the literature review and initial sessions with the development team were held. During the collection of data, additional themes were identified based on common occurrences of certain terms and ideas.

With the thematic analyses, the different themes were analysed to answer the initial research questions. To show how the different types of data collection were related to each other, and how they contributed to the initial research questions, a research flow diagram is given in figure 4.1.

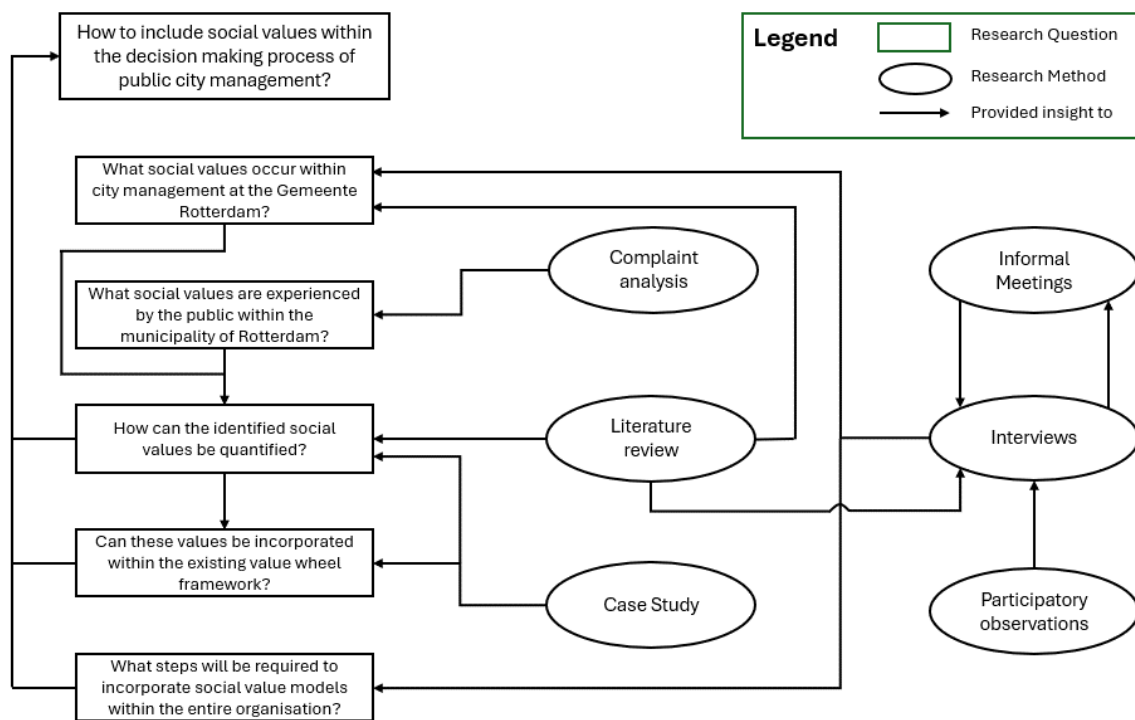


Figure 4.1: A map that shows which research methods contribute to what research question and how they influence each other. An arrow means either that the method provides insights that contribute directly to one of the research questions, or directly to any of the other methods.

4.2 Case selection

There were several reasons why the municipality of Rotterdam was suited for a research project on social value-based decision-making. In the first place has it been the only municipality within the Netherlands which has dedicated a team to develop a value-based decision-making framework. This allowed for close

observations of a value-based model being developed in practice. As the framework was still in progress, the development team also provided the opportunity for ongoing discussions during the project.

An additional benefit was that the framework was close to being implemented within the municipality. This made that both practical limitations, via a pilot case, and theoretical limitations, the lack of quantified social values, could be studied. This created a unique situation where both sides of value inclusion could be investigated in real-time.

The city management department, which runs on the principles of asset management (Gemeente Rotterdam 2019), was selected as the department of operation for the simple reason that the value wheel framework is being developed to become part of strategic asset management within the municipality. The reason, why city management has embraced the value wheel, is that within the council commitments of 2022-2026 some values from the framework are mentioned. This makes that, in some way or form, values have to be included in the decision-making process of city management (Gemeente Rotterdam 2022).

The value wheel framework is intended for the public domain, but social values exist in all departments of the municipality. This made that the possibilities for a value-based decision-making tool would also lie outside the city management department. City management is not the only department with concerns about the public domain. Societal development, Work & Income, Services, and Strategic Development all have their considerations and can influence the decision-making process. A collaboration with the municipality allowed for interviews and conversations with officials from other departments.

The final benefit of the municipality of Rotterdam was that it provided some unique opportunities within the research project. For two years, the municipality has stored complaints filed by citizens. This allowed for an analysis on considerations of citizens, without setting up a method for data collection, as the data set already exists. Because of the magnitude of the city of Rotterdam over other municipalities, this allowed for over 200,000 complaints to be analysed. Another unique opportunity was that a pilot case was being run during the project. Without this case, the project would still have been held, but now it conveniently provided the opportunity for an additional case study.

4.3 Participatory Observations

The first form of data collection was the participatory observations. These were made whilst working directly with the value wheel development team, whilst having informal meetings with officials and just by being around at the municipality. In general, an active form of participation was undertaken, where input was given and questions were asked. During the participatory sessions, notes were taken and possible themes, conclusions and other aspects were noted down.

The choice was made to initially write all notes on paper. The idea was that by putting a screen in front of the other participants, an imaginative barrier would be created during the sessions, which would limit the idea of full participation. In case a meeting would be held online, the notes would be made digitally.

4.3.1 Value wheel development team sessions

During the entirety of the project have the weekly meetings of the value wheel development team been attended. Within these sessions, the progress of the value wheel was discussed in combination with the issues the team experienced. These sessions of an hour also provided the opportunity for questions to be asked about the project itself or other relevant sessions or officials. General topics that were mentioned during these meetings were: contact with other governmental organisations about the opportunities of the value wheel; progress with (possible) pilot cases, out of which the case study of this project was the most

predominant case; and issues that occurred regarding the progression of the value wheel model in general.

Besides the weekly sessions were there also additional sessions in combination with other teams of the municipality. These sessions were exploratory and had the aim to see if the value wheel could play a role within the work of other officials. In these sessions, the choice was made not to participate in the discussions, as they were mainly an opportunity for the value wheel development team to discover new ways for the implementation of the value wheel.

4.3.2 Informal meetings

During the project, 16 informal meetings with officials were held. These meetings were held for two reasons: as a form of snowball sampling (Mack 2005) to find participants for the interviews, and as a way to set up short meetings with officials without the need for an entire interview. The meetings in general took place at the location of the office of the official and took roughly 30 minutes. Similarly as the weekly sessions, most notes were taken by hand. As the meetings were informal, no consent forms or other permissions were signed by the participants. This means that the notes and reportings of these meetings have been completely anonymised and do not consist of any quotes.

The sampling meetings were held with officials that were being pointed out as relevant for this project. Most of them resulted from other informal meetings, but the initial group was selected based on the network of the development team. The aim of the participant selection for the sampling meetings was to have a spread in the functions and especially the districts and layers within the municipality. The identification of values requires actual representation of the organisation, and by spreading out the sampling meetings would allow for a broad network to be created.

The sampling meetings were also used as a way to create an understanding of the real-life context in which social values, the decision-making process, and other factors of the municipality took place. By discussing the concepts and by asking preliminary questions about social values and the value wheel, questions and topics for the interview could be slowly constructed. In some cases, these sessions were too informative and relevant for the project to be kept off record, which is why several participants of the sampling meetings were also invited to take part in an actual interview.

The other type of informal meetings were held with specialists of the municipality. These specialists, such as a data expert, did not require an entire interview, but were crucial for the progression of the project. These meeting took a similar approach as the sampling meetings, but with specific questions regarding the expertise of the official. The question would be asked for other relevant officials, but that was not the main goal of the meetings.

It could also happen that an official wanted to have an informal meeting before starting with an actual interview. When inviting officials for an interview, the question would always be asked if they would prefer an informal meeting before setting up an interview. In some cases, it became clear that an interview would not be needed with that official. In that case, the informal meeting was just treated as a sampling or expert meeting, depending on how the meeting went. There was no difference in the documentation between the two, but the approach of the meeting itself changed, as an expert was mainly questioned about their specific expertise.

Take as an example a fictional meeting with a safety expert, who did not feel the necessity to have an actual interview. The official did not know any relevant official and thus was treated as a safety expert to ask questions regarding safety. This helped with constructing ideas about the social value 'safety', but did not allow for actual quotes and insights to be directly taken from the meeting.

4.3.3 Being at the municipality

The final group of participatory observations were made by just being at the municipality. Being an intern at the municipality allowed for participation to different introduction days, which were also used to get an idea of the real-life considerations of officials and to scope for possible interview participants. Also, just by being at the office allowed for certain topics to be overheard, or monthly update sessions during lunch to be attended.

Moreover, by going to the local offices of certain officials during informal meetings and interviews, allowed to have conversations with other officials present at those offices. These were not set up, but happened occasionally and provided other insights on how the municipality operates at different offices. District hubs were an interesting source for showing the differences between the head office and the local offices.

4.4 Interviews

During the project, 20 interviews were held with different officials. The interview questions are shown in appendix D.1 and the summaries of the interviews are presented in appendix D.3. Note that the summaries are stripped from any information that could directly link to the participant or any of their colleagues. The actual notes made during the interviews can be requested in consultation with the responsible researcher.

4.4.1 Participants

The interviews were held with a broad variety of officials. 9 of them were with officials from City Management, 3 from Societal Development, 2 from Services, and the rest were with one official from the other clusters, the team of the ombudswoman (ORR), one member from the safety board ("Directie Veiligheid"), and one member from the board. There was a strong tendency towards participants from the city management department, as the wheel was originally made to fit their needs. However, to guarantee a broad overview of social values and to see the possibilities of the value wheel, all clusters had to be represented.

Hereby, special attention was given to the actual functions of the participants. Not two participants had the same function description, and participants from almost all managerial layers were interviewed. When a managerial layer was not included in the interviews, it had almost certainly been spoken with during the meetings. There was also a deliberate selection of people working on strategy and management, and officials actually working in the field.

The participants were mostly directly identified through the informal meetings. It also became a bit of a collecting game. If there was a relevant function mentioned during a meeting that had not yet been spoken to, invites were directly sent to multiple officials with that job description on the intranet of the municipality. In general, 25 to 30% of the officials to whom an invitation was sent actually took part in an interview. Most of the officials simply did not reply to their invite, some directed to other officials, and a few simply could not find the time.

4.4.2 The construction of the interview

The choice was made to make the interview semi-structured, with some predetermined questions about the themes that were already identified. Think about the initial themes of the experienced social values and the value wheel itself. The informal meetings also showed that the municipality experienced issues with participation and that officials in general knew very little about social values. This made that additional questions were also constructed. As the broad variety in participants and functions would likely

lead to new points of view, the choice was made to have a large part of the interviews to consist of open-ended questions and follow-up questions on the new topics being mentioned. Hence, the choice for semi-structured interviews. The complete interview set-up is shown in appendix D.1.

To add some structure, the interview was split up into three phases. The first phase would be an introduction of the research and the participants. With social values not being a common theme and the value wheel only known by a small part of the municipality, a proper introduction of these topics seemed necessary. The second phase would be about social values. Both questions on the perception of social values and on previous experiences with social values were asked. The final phase of the interview would be on the decision-making processes within the municipality and the value wheel.

The interviews were planned to take roughly 60 minutes, with no specific amount of time attributed to any of the phases. When having the interviews, the participants were very open, and it turned out that they had much more to say than initially expected. Not a single one of the interviews was finished before the 60-minute mark. Although many were ended there, some interviews took almost two hours. Depending on the interview, some time management has to be done to guarantee that all phases were passed during the conversation.

4.4.3 Thoughts behind the questions

The first part of the interview was to introduce the topic and to create a bond with the participant. The reason the first questions were about the connections with colleagues and civilians was that it would unfold their position within the organisation. More important was that it would open a conversation about the issues that they experienced with either of the groups. When the idea is to create a social value base that involves different stakeholders, it is important to identify the basic issues of cooperation between stakeholders.

The second phase would be about identifying which social values were experienced by officials. The first question was intentionally left without any description of social values to allow for a participant to show struggles with the concept. After letting the thoughts run for a while, the four different value frameworks as shown in figure D.1 were shown. Another initial thought was that because of the subjective nature of social values, people would not really differentiate between the concepts as it is mainly about the thoughts that are behind the concepts. Thus, three familiar frameworks from the municipality and a collection of values from the social values found in literature (appendix A.2) were selected. The final questions of this phase were to identify possible case studies or pilot opportunities for the value wheel.

The third part would be about identifying opportunities within the decision-making process of the municipality. First, the wheel would be shown in case people were not familiar with it. The second question was the result of another premature hypothesis that officials were confronted with many models every year and that it would be just another model. The third question was to identify who were the key figures when it comes to implementing new methodologies like the value wheel. The final question was to use the momentum gained by the participants to ask them where they would see opportunities for social values in general within the municipality.

4.4.4 Consent

As the thesis is made within the TU Delft, there are some formalities when it comes to data collection with human subjects. To guarantee the privacy of the participants, several initial data management plans had to be created. Additionally, to ensure that participants took part in the interviews on their terms, a consent form had to be written. This would give the participants full control over the given answers and quotation. A data management plan, a human research ethics checklist and a consent form were written

with the support of a data steward from the TU Delft. In the end, participants were presented with a consent form before starting with the interview. The forms of consent are shown in appendix D.2.

4.5 Case Study: A Value Wheel Pilot Case

The case study of this project was an actual pilot case that had already been initiated when starting with the research project. This means that little alterations could be made to the actual case, rather than trying to act as a social value expert and raising topics of interest during the sessions. During the project, the final two sessions of three hours each were taken part of, in combination with the follow-up discussions within the development team.

4.5.1 The case

The issue with the actual case is that it revolves around real-life safety issues concerning a section of public infrastructure. If the actual case would be described in this report, it could cause serious safety concerns for citizens living near this section of infrastructure, and traffic crossing this area. If someone found out about this case through this report, it could be that they would raise awareness and bring it to the media. This could cause a panic among those involved with the risks and result in people no longer taking this section and those living nearby avoiding their own living area. As the pilot case indicates, they are working on the project and initial measures are already being taken. The size of the case could damage the reputation of the municipality and start additional questions on similar pieces of infrastructure. This could cause similar problems with those pieces, with people avoiding certain sections, which could lead to mobility issues within the city. The municipality is working on these issues, but for the public any risk can be too much. As the actual case has no influence on the insights taken from the pilot case, it was decided to keep the actual description out of the report.

In consultation with the supervisors of this project, the choice was made to describe the matter as if a comparable case study were performed. In this way, the insight from the actual case can be written in a way as if they originated from the 'fake' case. The described case study is about a bridge that because of a lack in maintenance has the risk of breaking down. Upon consultation with the researchers, the full details of the case study can be requested.

The reason for the sessions was that the condition of the bridge was unknown by the technicians and that officials from top management were wondering if the risk of the state of the bridge would be too high to bear. Monitoring had never taken place, and cases were known of actual collapsing of bridges with a similar age and build type. The bridge is also used by a lot of traffic and is a national monument. Monitoring or maintenance would damage the outside of the bridge, which could cause a fuss among nearby inhabitants and daily users. The assignment was to determine the risks and to calculate which measures would be necessary based on the risk-assessment.

Therefore, a risk-analysis was performed in four sessions with various experts present. The steering committee existed of the technician responsible for monitoring of infrastructural assets, two officials responsible for the bridges and locks of the municipality, a technical expert in infrastructure, a possible project manager, an asset manager who got the assignment, one of the development team members and in two sessions other officials joined to see how the value wheel was applied.

During the sessions, different values of the wheel were calculated based on the expertise of the different members of the committee. These values were mostly risk oriented, in the sense of what it would cost per value if the bridge would collapse. Notice that this is the zero scenario from the value wheel approach as described in appendix 1.1: the case where no measures are taken at all. As there is nothing known about the condition, the highest risk is a full collapse. In reality, cracks would form, but taking

the worst-case scenario allows for better breaking down of the risks via the bow-tie in later stages.

4.5.2 Participation within the case

As the choice was made to actively take part in the sessions in the role of a social value expert, some vague social values were tossed within the value calculation parts of the sessions. The reputation of the municipality, for example, but also noise nuisance and the well-being of casualties. The actual values of these issues were not known, but it would be about seeing how the steering group would react to these values and how they would approach them when unknown. As the scale of the project quickly showed to be big enough that actual numbers would not really matter, an absolute value was given as an indication of what the values would look like.

However, as the final session got stuck on the trying to recalculate certain values, it was suggested that it would be more interesting to calculate the value reductions of measures that could be taken. Think of the costs of the measures, how they would reduce the risk and what they could bring. This would show what steps would have to be taken for a total overview with beneficial value considerations to be calculated. It also showed what issues would occur when, in projects, new solutions had to be thought of, how those influenced the value considerations.

Finally were the sessions debriefed with the leading official of the pilot case, which was a member of the value wheel development team. By providing feedback and discussing issues raised, the view of a leading official on the matter could be noted. Further adjustments were not taken as it would influence the project too much, and it was an actual relevant case, that could show the potential of the value wheel as decision-making tool.

4.5.3 Working with the wheel

When working on this case, the wheel was not necessarily directly taken by the experts as inspiration for all the values. Several values were mentioned instinctively, as they were the main concerns within the expertise of the officials who took part in the sections. Take the sudden crash of the bridge, it was immediately brought up that casualties would likely happen with people crossing it. Traffic would be hindered for weeks, the bridge would have to be repaired, reputation damage would be great, a monument would be gone, the water below the bridge filled with debris, people would start to question other bridges and no longer use them, and maybe some utilities like electricity cables would also be damaged.

Many of these "damages" have predetermined costs attached to them, which were presented by the representative experts. For instance, the costs of rebuilding of the bridge is roughly known, the same goes for the debris, unavailability of traffic passing, and the utilities damage are all estimated costs, but can be checked off. Even despite the commotion of it, there is also a case for expressing the casualties in QALYs (quality adjusted life year) of €80.000 per year lost (College voor Zorgverzekeringen 2013).

More difficult were the safety and reputation damage. It is likely that lawsuits will follow with the casualties. Furthermore, there is a big reputation issue, as many other public infrastructure will be questioned. Let alone the public commotion that will rise from the municipality having failed to guarantee the safety of civilians and actually doing their jobs. These effects are indirect and therefore difficult to obtain. In the case of difficulty, the wheel was used for inspiration, but many of the KPIs were deemed unnecessary for this case, either due to the relative scale (noise nuisance) or irrelevance to this project (educational benefits).

Final issues were the costs of a national monument being lost and other small issues that were brought up by the experts, such as unfamiliarity with certain social values. The interesting aspect of the monumental state of the bridge being unknown was that there was no official known within the municipality who knew

about the value of a monumental state. In this case, an external governmental party had to be consulted on the actual value of the monument.

When all the experts were satisfied with the estimated values of the damages at the zero scenario, measures were being discussed. Take scenario 1 being monitoring of cracks, scenario 2 premature reparations of the bridge, which will cause certain marks on the bridge, scenario 3 reducing traffic on the bridge, scenario 4 a thorough investigation on the state of the bridge, and scenario 5 building an entirely new bridge within the regulations of the national monument. By adjusting the calculations made in the zero scenario, this is easier done as it is mostly adding the costs of the measures and subtracting the "damages" that no longer will occur.

Notice that the total "damage" for all cases had to be multiplied by the risk factor. There is no guarantee that any of the scenarios happen, and even if measures are taken, there remains the risk that a total collapse can happen. In this case, the risk of total collapse was estimated at 1% within the next year. A risk of 1% of occurrence has a risk factor of 0.01. Within this case, the estimations of the total damage of a collapse quickly rose high enough that measures were no longer a question but a necessity, which meant that no details mattered, and a decision was quickly made that both monitoring and a thorough investigation were required.

4.6 Complaint Analysis

The complaint database of the municipality stood out as an interesting opportunity as it consists of direct input from citizens, without the involvement of actual citizens. Within the municipality, these complaints are anonymised, which prevents privacy issues. These anonymous complaints are published in a dashboard from the municipality called "Customersignals" which can be entered as official upon special request. In collaboration with the "Values, Technology & Innovation" department from the TUDelft, the "Valuemonitor" (van de Poel and de Wildt 2024) was chosen as a tool to analyse the complaint database. This monitor has been trained to identify values from large databases, which seemed ideal for this scenario.

The goal of these analyses was to identify which values would come up in the complaints by the citizens of Rotterdam. With these insights, the answer to the first research question would get more body as it also included direct input from stakeholders. It is not a perfect measure, as the complaints are not a real representation of the stakeholders thoughts, but it would give an indication what values matter to citizens as they cared enough about them to file a complaint. The total database consisted of 544.314 complaints, out of which 220.040 were transcribed into text messages that could analysed by the monitor. The other complaints were never transcribed, as citizens always have the choice not to.

4.6.1 Dataset

Unlike the other described methods, the complaint analysis did not consist of the actual collection of data, but consisted of data management and analysing the data. The dataset used for this analysis consisted of 220.040 transcribed complaints. This concerns complaints that were sent in by citizens over the year 2023. The complaints were either registered via the general phone number of the Gemeente Rotterdam which is 14010 or originated from the "Net Promotor Score", a customer satisfactory research (NPS) by the municipality.

There also exists another dataset of complaints within the municipality. The MSB-database, which stores complaints filed via the MeldR app, consists of complaints filed concerning the public space. Normally, the use of the MSB-set would make more sense, as the value wheel is created for use in the public domain. However, after consultation with one of the data experts, the fear was that most of these complaints were on specific cases like garbage being placed next to the bin. This would have spiked the

outcome of the analysis towards a single type of complaint. The used dataset was perceived to represent the average complaint in a better way. If the value monitor analysis proves insightful, the MSB-database can also be analysed similarly.

Within the used dataset, all personal information of individuals was automatically replaced with PIIN (Personally Identifiable Information). With identifiable information, email-addresses, phone numbers, locations, time, social media, names, etc. is meant. Examples of anonymous complaints as stored in the dataset are given in appendix E.2. The complaints are ordered by the data analysts of the municipality in the categories, as shown in appendix E.1.

4.6.2 Value analysis tool: The value monitor

The value monitor was developed by van de Poel and de Wildt (2024) with the aim to identify values within large datasets, think of twitter-messages. The value monitor is a topic-modelling tool which allows for values to be identified based on a distribution of words rather than the direct value itself. To identify safety, for example, a key term search would only look for the word "safety" in large text files. Whereas the monitor distributes other terms like "risk" and "damage" to also contribute to the identification of the value "safety". These "distributional terms" are taught to the model to represent the "key values". A list of the key values is shown in appendix E.3.

The value monitor has been developed to run specific test cases by the team, but also allows for other datasets to be used. To do so, a CSV-file can be uploaded in the first section of the interface shown in figure 4.2. As the database is in Excel, the files had to be made complicit for the model. With a small python script as shown in appendix E.1 the files were saved as CSV-file and a date confirm the model was added. Without the addition of the data, the model could not recognise the file and the way the municipality documents the data of complaints was not recognised by the model.

After the data has been uploaded, it can be run through the tool after a language and data column is selected in the second section (This option appears after uploading a data file). The model will then show the value distribution of the file, which can be seen in the results section of this report. After the model has identified the values, there are two options in the 'Analysis' section.

Here the progression of value mentioning over time can be shown, but due to the aim to identify the values, time was not really an issue. However, the second functionality is interesting for the project. Here, the context of the values can be mapped. The model is trained to identify words that are often mentioned within the same context as the values. Thus, in the case of safety, it can be that parks are often mentioned in the context, this would help to identify that safety issues often revolve around. An example of such a topic context map is also shown in appendix E.5.1.

ValueMonitor

The screenshot displays the ValueMonitor web interface. At the top left, there is a 'Newspaper analysis' section with a 'Use your dataset' button. The main area is divided into three steps: 1. 'Upload your data' with instructions on file formats (CSV or XLSX) and a 'Drag and Drop or Select Files' area. 2. 'Process the dataset'. 3. 'Analyze' with two options: 'TRACK VALUES OVER TIME' and 'TRACK CONTEXT OF VALUES'. On the left side, there is a 'Feedback form' with a text input field and a 'Submit feedback' button.

Figure 4.2: The user interface of the value monitor, developed by van de Poel and de Wildt (2024).

In a more technical description, the value monitor uses a topic modelling package called CorEx (Correlation Explanation) (Gallagher et al. 2017). With user-specified "anchor words" or as mentioned "distributional terms" the model can be steered towards certain topics "key values" by making assumptions about the structure of the data. The difficulty is that it makes the model heavily dependent on the distributional terms, which makes that certain key values are difficult to grasp when the context changes. An example is that in the case of the value monitor, the initial use case was to identify the values that were shared on social media around solar panels, which means that for aesthetics, roofs and solar panel roofs are distributional values. Like social value indicators, they heavily depend on the context in which values are mentioned. To compensate for the likeliness that an anchor word contributed to a topic, weights are attributed to the anchor words. This means that for roof to add a count to the topic of aesthetics, other anchor words will also have to be mentioned within the context. Whereas the anchor term aesthetics will almost directly contribute to a count for the topic aesthetics. The weights are determined by the research from van de Poel and de Wildt (2024) and applied within the model.⁷

The issue with the value monitor is that it is still in development. This makes that only around 20,000 complaints could be put into the model at the same time. This made it difficult for the monitor to track the context of the values. The identification of the values had to be split over smaller datasets. As the total dataset was already split up into the categories from appendix E.1, the same division was made in the smaller datasets, this also allowed for value identification within the different categories. The outcomes of all the analyses were then added up to come with the total number of values identified within the total dataset.

4.7 Coding

As the different data collection methods yielded different types of data: participatory notes of different types, interview notes, and value monitor outcomes, the choice was made to order the different notes divided into several themes. Via coding, themes were identified to order the data. These themes could then be analysed with the initial research questions in mind.

When starting with the different data collection methods, several concepts were already known via literature and the development team itself. This made that deductive coding was used to set up the first themes. Deductive coding brings previous thought of concepts to the data, and themes are thought of

⁷The distributional terms and weights cannot be shared within this report, they can be requested from the responsible researcher or directly from the creators of the value monitor

in advance (Braun and Clarke 2012; Fereday and Muir-Cochrane 2006). These themes ended up being: 'Social values experienced by officials', 'Social values experienced by the public' and 'The value wheel'. Which means that during the collection of the data, special attention was given to concepts that belonged to these themes.

On the other hand, there were also themes that were not yet known in advance. These themes became apparent during the collection of data and only led to the structuring of data concepts during the project. This form of coding is known as inductive coding and is also described by Braun and Clarke (2012). Whenever the idea of a new theme came up, previous data was reconsidered and new collection opportunities, like the interviews, were used to scope the 'new' theme. Depending on the follow-up of the appearances of certain concepts, the theme was selected as actual theme or not. This may have caused some biases during the interviews, but it allowed for proper identification of new themes.

Note that the initial themes were quite broad. In the case a theme encompassed too much data, sub-themes were constructed within the collected data of a theme. By doing so, additional structure was brought into the data, whilst preventing too many overlapping themes to being formed. These sub-themes were based on inductive coding, as beforehand there was no expectation of which aspects of the predetermined themes would come up the most.

4.7.1 Thematic analyses

At the end of the data collection process, the data was categorised within the created themes. By lining up quotes, notes and other data points, narratives within the different themes were sought and a more in-depth analysis on the meaning of the different themes was performed. The thought behind the analyses was what to identify the relation between the ideas within the themes and the different research questions. General impacts were sought, and relevant quotes were used to substantiate the meaning of an interpretation or description.

Take, as an example, various officials naming the same value. In that case, the value would become a common idea within the theme and its relation to the first sub-question would be the identification of a social value experienced by officials. This would be the simplest example, within new themes, there were no explicit pre-set questions, which means that in the additional time of interviews additional questions would be asked to clarify concepts within a theme.

After the thematic analyses were completed, the different narratives of the analyses were brought together and direct answers to the research questions were constructed. According to (Braun and Clarke 2012), the interconnections between the themes are a way to describe the entire dataset. As the collection of the data was made with the aim to answer the initial research questions, it is to be expected that the narratives of the thematic analyses and the relations between the themes will provide the answer to the question: "How to better include social values within the decision-making process of city management?".

5 Results

The coding of the data resulted in the identification of 8 main themes. With each theme consisting of several sub-themes. Within this chapter, the thematic analyses of the different themes and sub-themes are presented. Next to the 8 main themes, there were also 3 small themes identified. These themes have little relevance to the main research question, but were identified during the project, which is why they are only presented as additional themes in appendix F.

The complaint analysis has been described in combination with the theme on social value experiences of the public. The complaint analysis was based on a different dataset than the thematic analyses were based on, but the outcomes of the complaint analysis fitted directly in the theme. Which is why the choice was made to add the complaint analysis to the theme.

An overview of where the different themes were mentioned, and, in the case of the interviews and participatory observations, how many times the themes were mentioned. Note that this is just an indication and that no actual thresholds can be taken from this figure. Some themes, like leadership, were only identified at a later stage of the project, which is why the counts in the interviews is quite low.

Table 5.1: Table showing when the different themes were mentioned or occurred within the research notes.

Theme	SV officials	SV public	Value Wheel	Participation	Trust	Compartment	Leadership	Standard
Interviews mentioned	20	6	20	18	10	13	4	12
Case study	yes	yes	yes	no	no	no	yes	no
Informal meetings	often	sometimes	every time	often	sometimes	often	sometimes	sometimes
Dev team sessions	barely	no	yes	no	no	barely	yes	yes

As mentioned when creating the sub-questions, the project has a theoretical and practical aspect on the inclusion of social values within the decision-making process. The theoretical aspect is on what social values are experienced, how they can be quantified and how they can be implemented within a value-based framework and later in the decision-making process. The practical aspect is on what issues within the municipality prevent a social value model from being implemented within the municipality. Within the thematic analysis, a division of themes into these aspects became apparent. The first three themes will be mostly on the theoretical aspects of the project, and the other themes are about the barriers that were not identified within literature. This division is not absolute, but it makes sense, as the first three themes were based on the notions from literature and the other themes were identified during the collection of data.

5.1 Theme 1: Social values experienced by Officials

The first thematic analysis is about the social values as experienced by the officials themselves. As the literature indicates, value perceptions heavily influence the value judgements of decision makers. With officials being the decision makers within the municipality, their social value considerations are of importance within the research of social value inclusion within the decision-making process of the municipality.

5.1.1 Social values mentioned by officials

From the interviews, 49 unique values resulted from the question: "What would you think social values are?" These values are shown within the table below and are ordered by the number of times the values were mentioned. The values are in Dutch, as they were directly quoted from the interviews. Note that these values were named before the example frameworks were shown.

Table 5.2: The social values as mentioned by the participants during the interviews. These are only the values mentioned directly after being asked: "What would you think social values are?"

Waarde	Count	Waarde	Count	Waarde	Count
Veiligheid	6	Participatie	1	Woontoestand	1
Respect	4	Samendoen	1	Gemoedstoestand	1
Toegankelijkheid	3	Bijdragen aan de buurt	1	Betrouwbaarheid	1
Ontmoeting	3	Welzijn	1	Kansgelijkheid	1
Cohesie	3	Geen Armoede	1	Bestaanszekerheid	1
Inclusiviteit	3	Goed onderwijs	1	Burgers op waarde schatten	1
Vertrouwen	3	Aantrekkelijke leefomgeving	1	Intermenselijkheid	1
Gezondheid	2	Samenleven	1	Weerbaarheid	1
Eerlijkheid	2	Samenstelling projectteam	1	Elkaar in elkaars waarde laten	1
Behulpzaamheid	2	Betrekken van mensen	1	Hoe je met elkaar om dient te gaan	1
Verantwoordelijkheid	2	Wat je samen belangrijk vindt	1	Zorgzaamheid	1
Diversiteit	2	Autonomie	1	Ontvankelijkheid	1
Betrekken van burgers	2	Bereiken van niet te bereiken mensen	1	Civil Servant	1
Leefbaarheid	1	Meerwaarde	1	Gelijkheid	1
Cocreatie	1	Impact op de maatschappij	1	Transparantie	1
Omgang met burgers	1	Schoon	1	Heel	1
Verbinding	1				

As one can see, there is quite a broad spread in the values mentioned. They are direct quotes, which means that they are not ordered within certain social value categories like the value monitor does. Instinctively, some different mentioned values describe the same social value. Like "How you are supposed to deal with each other" (Hoe je met elkaar om dient te gaan) and "how you take each other for who you are" (Elkaar in elkaars waarde laten) both are about "living together" (Samenleven) which is another value mentioned. As the value monitor was designed to categorise loose text into predetermined values, the value monitor also analysed the interviews. By copying the interview notes into an Excel-file, a complaint dataset of 20 'complaints' (being the 20 interviews) was created. The results of this analysis are shown in figure 5.1.

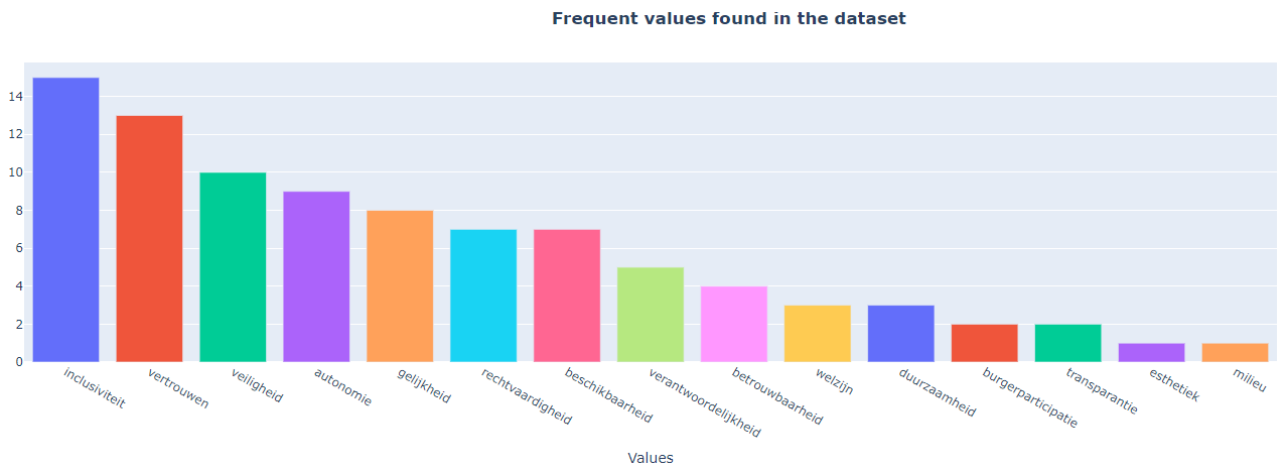


Figure 5.1: The outcome of the value monitor when analysing the interview notes as them being individual complaints. The y-axis represents the counts of when the values were identified by the monitor.

The value monitor shows that, when categorised, "safety" (Veiligheid) no longer is the main value mentioned, but that "inclusion" (Inclusiviteit) takes that place. Also, "autonomy" becomes a common value, whilst it was only mentioned once during the interviews. However, it is important to mention that the value monitor analysed the entire interview instead of only the direct values that came to mind directly after being asked the value question. Inclusion, for example, was often mentioned after the frameworks were shown as it was mentioned in one of the frameworks.

After the interviews, one could certainly make the claim that there is an actual difference in the times certain values have been mentioned and thus take a more prominent role within municipal work. However, the values alone do not really show what the underlying perception of the mentioned values is. Take the three different value descriptions of "living together" all pointing to the same concept. It shows that despite the names of the values differ, the meaning can be almost identical. The opposite can also be true, as the value monitor does not distinguish between negative and positive connotations. Foreshadowing the next section, counts of inclusion can also be from an official mentioning not liking the concept at all. Which is why not only the values mentioned should be analysed, but also the value perceptions of officials should be investigated.

5.1.2 Social value perceptions

The interesting aspect of the perceptions of officials is that there are considerable differences in the actual descriptions of values. Take the value "inclusion", participants 6, 8, 10 and 20 all mention it as being one of the most important values, whereas 7 and 18 said that it shouldn't even be a value. Looking at their explanations, nr.20 says, "Inclusion should not be needed, but is still important", meaning that it should almost be a basic human right. Whilst both 7 and 18 state that inclusion is the wrong idea and that it should be replaced with diversity. In general, these officials desire a similar thing, which is proper attention for different cultures, but when describing the values they associate different terms and descriptions to it.

Within the selection of the values from the frameworks, a similar thing occurs. In ten cases, the value wheel is picked as favourite, but the motivations differ a lot. For some it is about the other wheels just not being right (nr.7,13 and 19). Others say that it does not really matter but do favour it (nr.3,5 and 6). There are also those who, because of their experiences, feel connected to one or two of the values of a framework, and pick it for that reason (nr.2,15 and 19). Just because the selection is the same does not mean they share the same ideas. Which is just the issue with presenting social values in given terms. Like participant 17 said, "the values hold no meaning if you don't know what is behind them."

This is further emphasized when looking at the responses of officials who did not have a preference. Three of them (nr.1,9 and 20) explained that the value groups describe the same thing, which was also the conclusion of those thinking it did not really matter. The fact that value terms are different, but that the meaning is the same, is the opposite of the same terms having different meanings. It also indicates that it is all about the motives behind the values. It does not mean that the values found in the interviews and complaint analysis are useless, but it means that it is not simply a question of naming a top ten and sticking with those. The value considerations are as important, if not more, as the values mentioned themselves.

What can be seen from the responses is that participants tend to explain the values using their backgrounds. Nr.14 states that the values of the wheel are the right ones "as they describe the targets of asset management", nr.15 takes income not as a social value but takes income as need for actual participation because "in this society people cannot participate without a source of income", nr.16 takes trustworthiness as it is about "what do we want to show as an organisation?" All these responses are in line with their functions (close to asset management, work and income department, director). This was the case for almost all participants when describing the values that mattered to them. It makes sense that people stick with what they know, but it also shows one of the reasons why value considerations differ between individuals. For someone working with youngsters, education will be of more importance, than an official with parks as responsibility.

Maybe the most interesting aspect is that when working on the pilot case, not a single social value

was mentioned by the technicians working on the project. They saw it as a checklist, exactly as respondent 17 had warned for: "it (values without explanation) becomes a checklist without the attention it requires." Which makes sense, as the value wheel framework basically is a checklist of value indicators. The other, mostly technical, material values were brought up by the officials instinctively as they are part of their everyday work. It shows that even if a neutral model is present, officials still tend to focus on the values that lie within their expertise. However, when looking at the two other cases with civil participation (appendix C.3.2), it suggested that when citizens can think along, the social values are taken as relevant and that the more technical values are left out. It is similar to what respondent 20 said, "We have to be very conscious about what we do as a municipality, but we choose to operate and think mostly from a technical perspective." Without the actual considerations of those with an interest in the thoughts and meaning of social values, nothing else remains than just the checks that have to be crossed.

It shows how quantifying poses a risk, as "the bad thing of measuring social values based on numbers is that we miss the goal" (participant 19). It skips out on another point, Nr.19 saw some indicators, such as attendance to the election as an indicator for trust, as wrong indicators. "We as a municipality do a lot to increase the level of trust, but we don't commit as the numbers remain low." Following the implications of this indicator, it would not make sense to continue with the policy. If the show-up rate does not change, we clearly are failing in raising trust, and should stop with the efforts on increasing trust level. However, other impact from the policy, which is not described by indicators, improves with measures on trust. Which means that the actual positive impact goes under the radar. Thus, not only are indicators difficult to obtain, picking the wrong one can even have an opposite reaction. It is also about picking value indicators that encompass the true impact on the public. Again showing the importance of the considerations of social values and the indicators.

This was also mentioned during one of the informal meetings. An official who works with complaints, mentioned that we, as a municipality, see an increase in complaints as a bad thing, as the content of citizens is lowered. However, currently, trust levels are that low, that it prevents people from filing complaints in the first place. Without this explanation, one would easily expect the number of complaints to decrease when the level of trust is growing. Thus, when a policy is created that is supposed to raise trust, the increase in complaints will be considered a failing policy and will be cancelled. Whilst in reality, the policy does have a positive effect. It is just that the indicator is poorly chosen.

In general, the issue with trying to express values within numbers is that the setting is created where an official is working on solutions without knowing what the actual problem is. It is the same for the 'Wijkprofiel' which shows a huge difference in the objective values, as registered through data collection from the municipality and the subjective values, which are the result from surveys held within the public. Many officials are surprised by these differences, as the data should show the true numbers, and think that people are just not aware of the facts and perceive things wrong. This is in line with the trust considerations that will be mentioned in the analysis on trust. however, when asking officials who do work with citizens, they will almost all say that the numbers don't tell the true story. Or, as respondent 18 said: "KPIs are for the accountants, they often don't match reality."

When working with officials, who work closely with citizens, it became apparent that for them, social value considerations are of more interest than direct quantified measures. Trying to make social values a technical concept, like quantifying it through indicators, creates a disconnection between reality and the numbers presented. However, the pilot case also shows, that if officials are not confronted with the values at all, they will likely be completely ignored. A final notion comes from interviewee 13: "The financial approach of foundations, for example, has resulted in an adverse effect. The focus now lies with targets instead of what it (social work) actually brings." Which shows that trying to portray social values in economic concepts can have an adverse effect in people trying to maximise the output of the indicators, rather than maximising the contributions to the value itself. Think of the complaint case

again, if the number of complaints would be the indicator of trust, the best strategy for reduction of the indicator would be just shutting down the opportunity of filing a complaint. It seems ridiculous, but it does lower the indicator to a maximum effect. It is not that these extremes will be reached, but it shows how the harsh focus on the indicators, rather than the value considerations, leads to policies purely based on indicators.

5.1.3 Opportunities for social values

The claim that is made in the section above is not that officials do not understand the meaning of social values. It is just that the general approach is to take the values from a technical standpoint to make them operable. However, the opposite also happens within the municipality, where officials have been describing values for their meaning and fail to get the most out of the social policies they try to implement. Respondent nr.8 stated that "Objectivity is important here. (...) There is a need for quantification to work more impact-driven." Where they meant that to persuade those with the budgets in the municipality, tangible results have to be given. The interesting aspect is that this need for quantification was confirmed by official 20, who is part of a team in charge of deciding how money is spent at the municipality. Next to nr.8, nr.2,6,10 and 12 also mentioned a need for quantification of output. Which means that, on the one hand, the considerations of social values are important, but to get it to matter, the quantifiable output is also needed. It can also be considered a call for those in charge of the budgets to consider values for what they are and not only their quantification. However, communication through numbers is much more time efficient, than having to communicate all the effects through.

The lack of time, namely, was the most common reason which is given by officials for not being able to account for social values (nr.9,10,11,15,19) next to a lack of budgets (nr.1,4,6,20). What will become part of the section of compartmentalisation is that a lot of the budgets are split into different bundles. Where there are special budgets for most targets of the municipality, such as greenery, none of them entail social values. This makes that it is very difficult to find additional budgets within projects dedicated to fulfilling social desires. From official 20 it reads: "As a municipality we are bound to legal obligations, we are spending public money. In an ideal case, there would be an additional budget for social impact." Showing that there is a desire, even from those handling budgets, to have space for social impact budgets.

The ironic part is that this claim does not really seem to hold. "The nice part is that people dream of little things, think about a bench or a clean street" (nr.14). The quote is later continued with, "As long as it does not take too much of the budget, there is always room for social values. It is about doing things differently instead of doing more." The claim is made that if we would see the small things that matter to the people within the planning stage, there should always be some additional budget for such a simple measure. It indicates that it is not a necessity to have an additional budget, but that a better understanding can come a long way. This is also confirmed by respondent nr.20. Which indicates that despite a lack of a budget dedicated to social values, measures that account for them could be taken if they are simple enough.

In practice, it is not always that simple. Many of the officials show that they do understand what the public wants. Especially those working within the districts have quite the understanding of the social desires of the people within the districts. Often, there is a specific need from the officials for social budgets, purely dedicated to the social needs. Think of a youth worker asking for a social youth hub. In these cases, are officials who have control over budgets much more difficult to convince.

As explained, there is quite a difference in what officials require to assess social values properly. For the officials within the districts it is mostly about the money they receive, and for the people on the strategic end it is mostly about the time they have. A solution that is posed by several officials would be hiring social value experts, who could identify the needs of the public (1,5,9). When working on the pilot

case, some values were simply only able to be identified by specific officials. This also showed a need for a social value expert, if they were to be included in the value wheel. From the informal meetings, it was also noted that "People need direct examples before they can commit." Which would also be where a social value expert would come in and could help a project team with the difficult social values. What makes these notions interesting is that, in general, there are already enough officials who do know what the public wants, namely the officials working within the districts and on the streets. However, as they report in either the interviews or informal meetings, the strategists rarely consult them.

Another interesting thing when working on the case is that not all social values have to be included within every project. In the pilot case, only a handful of social values were calculated, as the order of magnitude was too large for many smaller values⁸. Moreover, some values like education just did not make an appearance at all. This is why example cases and experience with working on social value considerations would be proven helpful, as it shows how social values can be treated. Education might be an instinctive value consideration which can be left out, but think of how picking the wrong indicators, like number of complaints, proved to be counterintuitive. It is about identifying which one does have an impact and creates meaning. In the case of participant nr.14 the public only desired a bench and a clean street. In the pilot case, the main interest was the reputation of the municipality and safety concerns.

The main opportunity for social values seems to be a change of perspective. Changing from the financial and technical perspective to a more open view on the 'softer' values. As will also be mentioned in other themes, the people who do not work within the districts are rarely confronted with what matters to the people on the streets. They mostly see the figures and numbers as mentioned before. This means that the thinking of the people must change, which was also mentioned by nr.2,10 and 16, with the latter stating that "Softer matter like participation tend to be taken from a very technical perspective." The important aspect is that officials start to realise what the social impact of their decisions is. Not only on a voluntary basis, like official nr.7 did, but also as a manner of responsibilities an official has. Just like the initial quote from the oath officials take when starting at the Gemeente Rotterdam.

5.1.4 Conclusion

Initially, the values identified by officials show that there is a list of social values and that officials do consider social values within their work. However, when diving into the considerations behind these values, considerable differences come up in how they approach these values. It indicates that it is not about the value being mentioned, but about the considerations that lie behind the initial values. The same happens when social values are presented through social indicators. Once a measure is given to a social value, like trust, the risk forms that the considerations of the values are no longer the point of interest, but that the measure itself is taken for the true consideration. The same goes for trying to put monetary values on social impact. The numbers often do not tell the actual story, which makes that the wrong indicators are taken for granted.

The main resistance from officials to start working with social values is either a lack of time or a lack of social budget. This could be resolved by hiring additional social experts, as the pilot case shows that experts are needed when considering social values, but these experts are already present within the municipality, but are simple rarely consulted. As will also be explained in the section on compartmentalisation, bringing the strategists and the people working in the districts could already resolve the need for social value experts. What is mostly needed is a change of perspective, where officials will start to understand that their work goes beyond the targets and KPIs they are having to fulfil. It is about true value considerations rather than finding ways to make them operable.

⁸The damage to the reputation of the municipality, for example, was already at a few million euros

5.2 Theme 2: Social Values experienced by the Public

As mentioned in the section above, there is a need for actual value considerations from officials. As mentioned in the literature review, this entails both the considerations of officials and the public. The analysis of the complaint database combined with values mentioned by officials when talking about the public will provide some insights into what social values citizens themselves experience.

5.2.1 The complaint analysis

The results of the complaint analysis are shown in the table below.

Table 5.3: The sum of all counts registered during the complaint analysis. The numbers can vary by a few counts, as the value monitor only registered the 15 most prevalent values for each dataset.

Categorie	Total counts	Categorie	Total counts
Informatietoegang	10981	Milieu	243
Gelijkheid	3546	Welzijn	80
Duurzaamheid	2342	Autonomie	28
Beschikbaarheid	2236	Integriteit	25
Veiligheid	1961	Solidariteit	20
Transparantie	1795	Inclusiviteit	17
Security	1233	Eerlijkheid	13
Zekerheid	1107	Vrijheid	3
Rechtvaardigheid	964	Betaalbaarheid	0
Anonimiteit	548	Burgerparticipatie	0
Betrouwbaarheid	525	Democratie	0
Privacy	445	Kosteneffectiviteit	0
Esthetiek	368	Stabiliteit	0
Verantwoordelijkheid	271	Vertrouwen	0

As the table shows, "access to information" (Informatietoegang) had the most counts. This comes down to roughly 5% of all complaints being about this value. Equality, sustainability, availability, safety, and transparency are also mentioned in 1-2% percent of all complaints. A noticeable aspect is that "trust" (Vertrouwen) has no counts at all, even though it is one of the biggest issues the municipality is dealing with, as became apparent in the interviews. However, "trustworthiness" (Betrouwbaarheid) did have 525 counts.

The interesting aspect is that these values do not resemble the values which were mentioned by the officials themselves. The value monitor analysis of the interviews did not show "access to information" at all. Moreover, both "inclusion" and "trust", which were prominent in the interviews, do not appear within this analysis. It indicates that the value experiences of officials and citizens differ. The relevance of this finding is that the people making the decisions have other ideas of values than those, they decide for. This can cause that officials will have the idea that they are working on social values, whilst in reality the public desires an entirely different solution.

An important notion is that the results of the complaint analysis are not as exact as they might present themselves. It is the combined result of 27 datasets that were analysed with the value monitor. As the monitor did not allow for more than roughly 20,000 complaints to be analysed, the total complaint databases was broken up into several smaller datasets. This split was based on the complaint categories as shown in appendix E.1. However, some datasets were still too big and had to be split up again. The

outcomes of all the separate analyses are shown in appendix E.5. As an example of the separate value monitor analyses, two example outcomes are given in appendix E.5.1.

Another remark is the complaint database itself. As shown in appendix E.2 are the complaints not a pure form of citizen input. In some cases, the complaints only consisted of a few terms, or in many more cases were the complaints summaries from officials after having handled a complaining citizen over the phone. This means that the true feeling of a citizen filing a complaint gets lost. Also, as this dataset consists of complaints filed via specific routes (14010 and NPS-surveys), it makes sense that there is a spike in the value "access to information" as this is a topic people will file complaints on. Quite some complaints will be on either how they were treated by an official, how the online complaint is handled, or the NPS-survey not showing the correct information.

A third consideration is that the value monitor quite heavily depends on the anchor terms which were put into the model. In consultation with one of the developers of the monitor, it was concluded that it is likely that the value trust is simply not defined "well" enough for the municipality case to appear within the value monitor analysis. The conclusions from the complaint analysis therefore can only be considered an indicator of the values that appear within the complaint database, rather than as a true representation of the social values of the public.

Also, as was mentioned by one of the officials who are responsible for the complaint dataset, there is a considerable spike in the representation of the people who file complaints. In general, it will be people who are eager to take action whenever they feel like they must be heard. According to this official, there are three categories of citizens: those who want to participate, those who feel like the municipality has to be responsible on its own, and those who do not even trust the municipality at all. It can be expected that within the filed complaints, the first category will be represented the most. However, even without this split, the complaint dataset definitely misses out on the citizens who do not master the language or digital skills to file complaints in the first place. Again, showing that the results from the complaint analysis should mainly be taken as an indicator of the social values as experienced by the public.

5.2.2 Topic mapping

An additional part of the complaint analysis was the attempt to identify social value contexts with the topic mapping function of the value monitor. In appendix E.5.1 two example topic mappings are shown. In the dataset on processes, the topic map of the access to information value is taken. Out of the 281 times the value was mentioned, 28 times the context gemeenten (municipalities) was identified. In almost all cases was the dot of gemeenten the largest and were other dots not even shown, or they consisted of only a few counts.

To show the accuracy of the topic mapping, the other example of E.5.1 shows the topic map of parking, where in the map of safety cars turned out to be the second most common texts after again municipalities. Other interesting findings were that with the value 'safety', children and traffic were often the most mentioned contexts after municipalities. In the cases of the categories that had to do with officials, man-woman relations turned up on the mappings. With residence and business, crime turned out to be a common context. Another insight was that in plenty of cases, there was an overlap of different values in the topic maps.

However, as the counts on the topic maps were too small to identify the context in which values were mentioned, the idea to specify social values through the context analysis was abandoned. If there would be a way to analyse the entire complaint set with the value monitor, this could be an interesting aspect, but for this project no conclusions were made based on the topic maps.

5.2.3 Social values of the public as mentioned by officials

As mentioned in the first thematic analysis, there were also some mentions of social values of the public by interviewed officials. Nr.14 mentioned that people dream of little things like a bench or a clean street. The example case of the 'Driehoeksplein' also shows that it is mostly little considerations, like the colour of a playing ground, that can matter a lot to certain individuals. These small value considerations are impossible to achieve from the complaint analysis, as they are the effects of the values the public experiences. A more relevant example was presented by official nr. 2 who mentioned that in the recent past, a survey was held within three neighbouring districts to identify the topics inhabitants were concerned with. These topics represent the values from the monitor in a better way. The figures of this analysis are presented in the figure below. The location and source of the document have been left out, as these figures are not publicly available.

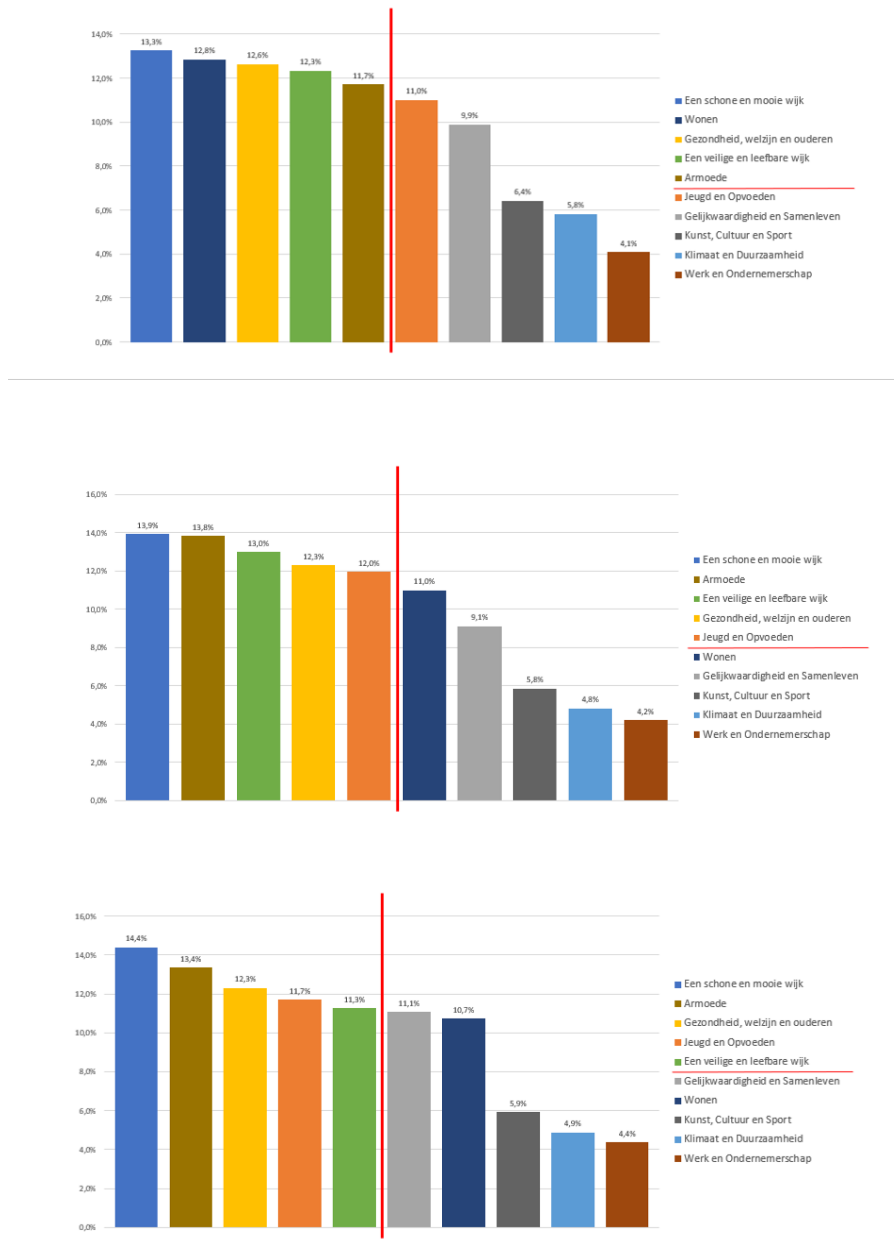


Figure 5.2: The three figures that show the topic inhabitants from three different districts are most concerned with. As the figures show, there is a difference in the choice of topics, but there are also many commonalities.

As the figure shows, there is an actual difference in the identified topics per district. The value monitor shows that there is a variety in value considerations, but this figure indicates that the general considerations even vary per district. This means that a general list of the most relevant social values as experienced by the public will not show the local considerations of the public. In a similar sense as the value perceptions of officials, there is also a difference in the perception of the public. This was to be expected as social values strongly depend on personal perspectives, but here it is shown again in practice. It means that within decision-making processes, the local considerations have to be included besides the general social values as experienced by the public.

The lack of this understanding of officials was mentioned during one of the informal meetings, where a local social impact initiative was mentioned. Within this initiative, a combination of different local entrepreneurs and citizens was given a budget to spend on social initiatives they deemed relevant for the area (Bospolder Tussendijken 2023). The cunning thing was that the municipality was unable to predict a single measure they took. Showing that the actual understanding of the public values within different districts is an issue within the municipality. Similar to how indicators can misguide officials, there is also a local component which has to be considered.

5.2.4 Conclusion

The complaint analysis strongly suggests that there are certain values where the public feels a higher need to complain about. Despite the representation being spiked, it provides insights in the topics that in general matter to the public. A comparison with the perceived values of the officials shows that there is a big difference in the values that appear within the interviews and within the complaint dataset. This can result in decisions being made on the perception of what the public needs, missing out on the actual social values experiences of the public. A similar thing occurred within a recent program, where the local measures were not in line with what the municipality had expected. The most interesting thing, however, might be that officials, who do work closely with citizens, can explain the social measures up to the tiniest details. Showing that when the additional effort is put in, the actual desires can be identified.

5.3 Theme 3: The Value Wheel

During the project, three aspects of the value wheel were investigated. The first aspect is about how the identified social values can be implemented within the value wheel. The second aspect is about the issues the value wheel faces when being used within an actual project. Finally, it is about the implications of officials regarding the possibilities of the value wheel. These aspects were brought together under the theme of the value wheel, as they all contribute to investigating the possibility of social values being included via the existing value wheel framework.

5.3.1 Implementation of social values within the value wheel framework

As section 3.2 of the literature review showed, various methods exist to quantify social values, but they lack a description of social values (and their indicators) within the context of a municipality. With the results from the complaint analysis and the interviews, one could state that technically a base for these values now is set. The issue is that there still is a lack of social indicators, and that there are no functions of social experts within the municipality that can fill in the missing indicators.

There are alternative solutions to this issue. The municipality has had countless projects within city management, and they can be used, taking the identified social values as a guideline, to analyse previous project outcomes to see what social impact was actually the result of this project. By taking the measurable impacts, a set of indicators that relate to the original social value can be constructed. A simplified example would be about the value of 'safety', which was prominent in both analyses.

Take a previous project about the lightening situation of a tunnel a few years ago. At the time, people were avoiding the tunnel and taking a much longer route, which is why the municipality increased the number of lights. Looking back, one could take the increase in the tunnel usage as an indicator for safety and calculate the total time gained from the policy change. The time can then be calculated via a value of time analysis (Lam and Small 2001), which means that a new indicator (and the way in which it can be calculated) can be added to the value wheel framework.

The development team can even take projects with citizen involvement like the 'Dakpark' and the 'Driehoeksplein' to create social indicators with the considerations of citizens. With this backtracking analyses, a list of indicators based on the actual social value experiences and real life impacts can be constructed. This set of indicators can then be added to the list of the value wheel KPIs and be used similarly as the other values are assessed. With a social expert who has experience with the social value indicators and can identify the indicators needed to assess an upcoming project.

There are a few problems with this solution. The identification of a single indicator will be a time-consuming effort, and predicting how a policy will affect these indicators might be even more difficult. Also, as the analyses of the social value experiences show, there are a lot more considerations, like personal experiences, that influence the actual meaning of the values. The same can be expected for social value indicators. In the given example, an increase in safety feeling would result in an increase in tunnel usage and a reduction in travel time. However, take the current policy change of the municipality, where 50 km/h roads are turned into 30 km/h to increase the safety on the streets. The feeling of safety is increased, but the travel time has now been increased instead of reduced. Similar to the number of complaints, the same indicator means the complete opposite.

Note that this is a simplified example, in reality, many indicators will exist with different implications for every project. This even ignores the fact that the value considerations of citizens are also fluid. Demographic changes, technological developments, an ageing population, and many other factors may cause a change in the experiences of citizens. This would also mean to keep a representative set of indicators, the values, and indicators have to be reconsidered every period. All in all, these steps will be technically possible, but it becomes a question of whether the time investment and thus costs are worth the addition of value considerations. Especially if the officials in interviews state that it are often small things that people desire.

5.3.2 The value wheel in practice

The measurement methods and identified social values show that, in theory, it is possible to create a set of social value indicators similar to the KPIs that are already included in the value wheel framework. In reality, certain barriers exist, which prevent the value wheel from being implemented within the organisation. This could lead to social values not being included in the decision-making process, despite being included in the value wheel framework.

For the officials working with the value wheel in the pilot case, the known values were easily calculated. The traffic delays, materials costs, reparation costs, utilities were all known values by either standards of the municipality or the expertise of the technicians. The problem came when the monumental value of the bridge came to play. What is the damage to a national monument worth? According to the risk matrix of the value wheel⁹, monumental damage counts hundred-fold. However, would €10k of metal damage really count for 1 million euros? Moreover, what if the bridge could not be restored to the original state, as is required from national monuments, would the damage be endless?

The issue with not being able to determine certain indicators, happened with a few other values. This

⁹The description of how the value wheel framework is implemented is shown in appendixB

issue is to be expected when testing a new method, and most of those values were resolved by questioning other officials who had to do with this manner. However, the national monument case is still yet to be resolved, even if the initial problem showed up at the start of this project. However, it also showed that to come to a conclusion with the value wheel, not all values are necessary. Which was also the case in this project. In total, roughly 30 KPIs were calculated out of the 200 that currently exist. Instinctively, obvious KPIs like traffic and passage obstruction costs were mentioned by the steering group, and other indicators which had not been thought of, like the monumental one, were picked from the total list. For the missing indicators it was a case of "In the end, when talking about millions, does €10k in a certain value really matter?"

An interesting difference was that between the technical and non-technical values. If a technical value was not immediately found, another expert or calculation could just be called to resolve the issue. With other values, like damage to the image of the municipality as a reliable organisation, no real solution could be found. In these cases, the decision-making was done the old-fashioned way, by just guessing and using common knowledge. It showed that if social values would be fully incorporated within the value wheel, an official with experience in social values would be needed within these sessions.

Another interesting example was the case of possible fatalities. As mentioned before, there exists a QALY standard in healthcare of €80.000 per year lost. Thus take an average age of 40 years old and life expectancy of 85, two estimated fatalities made that $2 \times 45 \text{ years} \times 80.000 = €7.2\text{M}$ would be lost on value. There is a lot of controversy about calculating the life worth of a person, but what might be more interesting is to whom this value goes. Because in a sense the value of the life is lost to the individuals and family and maybe society as a whole. In reality, none of these values end up with the municipality. Thus remains the question: what to do with such values. Which turned out to be quite a pivotal discussion point regarding the effects of social values as a whole, and is picked up in the section on Compartmentalisation.

The values that are more likely to end up with the municipality in the case of fatalities is that lawsuits will follow from the casualties, which will cost the municipality money. Which is actual value that the municipality itself experiences. On the other hand, the municipality is responsible for its inhabitants and can the fatalities be considered total loss of value by simply failing to keep these people alive. It is a tough discussion, but it is important, as the value adds up to serious numbers. In the end, the sum of the casualties and lawsuits was chosen.

A key side note on values like that of casualties is that they should not be taken as absolute truths. The aim of the value wheel analysis is to make estimates about the total impact of a project. In this case, the analysis was about if and what measures should be taken to prevent the bridge from collapsing. Several options, or scenarios in terms of the value wheel, were investigated after the cost of the biggest risk was calculated.

Monitoring, for example, would cost a few hundred thousand euros and would alert the bridge supervisor of the municipality in time for cracks to evacuate the area when needed. This would take away the casualties, a part of the image loss, and some construction costs as the bridge would not collapse. Another option would be an intensive inspection to get an actual understanding of the state of the bridge. The issue with this option is that it will leave a mark on the bridge, it will hold up traffic, and it will show to the public that there is something going on. However, it takes away the option of a sudden collapse. It adds an understanding of the state of similar buildings from that building period, and even more important, it provides an insight in the risk of a collapse.

The most important factor when using the value wheel based on risk profiles is the risk factor itself. Often, the risk factor is unknown, but heavily determines the outcome of the value wheel analysis. Take this case, imagine the total costs being €100M if the bridge collapses. The risk is unknown as the state

of the bridge has never been inspected. In some cases, bridges which were built in the same period have collapsed. Thus, a risk of 1% of occurrence is taken, just by estimating. This would mean that we take the costs of the analysis as €1M, and we should take monitoring or inspections with a total cost lower than as projects with a higher value than doing nothing. However, if the risk is 0.1% we can only validate scenarios below the cost of €100k. The issue is, we don't know the risk, and what about next year? If there is still a 1% risk next year, should we not account for that?

This is why there is also a lot of value in knowing the state of assets. The risk factor on its own can make values drop tenfold. This is the same when calculating values in projects to come. There is always a risk of the outcome not being what was expected and can quite heavily influence the project. In this case, however, the risk also formed quite an issue in the calculation process. Because the risk factor of 1% was used, just based on guessing. Which was fine, but when discussing the risk of next year, a risk of 2% just did not feel right. On the other hand, collapsing within 40 years was very likely, so at one point inspections and renovations have to happen. In the end, only taking the 1% risk for one year was already enough to validate that either monitoring or inspection had to happen. Which, it did not really matter for the progression of the project.

To summarize, the main aspects from the pilot case are that not all values have to be calculated precisely, as it is mostly about the order of magnitude than about the small details. That social values can take the same role as the other values as long as there is an expert within the group of participants that can explain which indicators matter. That there is an issue with a dependency on others when difficult values come to play. What values do we actually count as being part of the project? And finally, that the risk factor is still an issue when calculation the total value. However, all the issues are possible to be solved when more experience and effort goes into finalising the value wheel.

5.3.3 Value wheel opportunities

The question that remains regarding the implementation of the value wheel is what other officials think about the value wheel. It is them, after all, who are supposed to implement the value wheel within the decision-making processes. As the value wheel development team stated during the weekly sessions, they struggle with finding officials that are willing to experiment with the value wheel. This makes that there are little opportunities to gain experience with the value wheel. The value wheel team has been trying to make the value wheel a part of other standard programs within the municipality. As the analysis on standardisation will show, there is a strong desire from the municipality to work with standards and programs. However, as the value wheel still misses existing examples and cases, the model is not robust enough to be fitted into other standard programs.

When looking at the interviews, 10 officials stood positive towards the possibilities of the value wheel, and it was picked 10 separate times as the framework describing social values the best. The only negative remarks about the value wheel were about the tool being just another model like the other frameworks shown. During the pilot case, the officials working on the wheel were quite positive about the structure. The main concern was the lack of certain values, but the method was well received.

The interesting aspect is the way the interview respondents saw opportunities for the wheel. As mentioned before, several officials described their need for quantification of social impact to validate budget allocations. When talking about the wheel specifically, it was mostly about inspiring those working on projects to see what the total range of their project was. To confront people with the total impact of their projects instead of focusing on the main targets (nr.7,9,11,12,20). Again, never mentioning a mandatory aspect to it. Actually, nr.20 even mentioned that it most definitely should not become an obligation, as people will then put it away as a checklist.

Nr.7 also mentioned that if the value wheel was to be implemented, it could help with letting different departments the same language. However, none of them were talking about the model itself. If there would have to be shown another model with a similar thought process, people would have likely proclaimed the same thing. Nr.20: "It could be a trigger to make people realise the value output of their work, but whether that would be the value wheel or any other model, that is undecided."

However, it is not only about the model itself. During the interviews, it was mentioned that "many speakers and models have past, but it is all about who applies them." (nr.17). It is also about what is actually done with them. If the model would be implemented without officials knowing what to do with it, it is likely that they will put the model aside and not give it the attention it requires. This effect of a new model making its rise without actually changing anything in the output of the municipality was also warned about by officials nr.10,13 and 16. It is all about those executing the model rather than the model itself.

According to officials 10 and 13 it is about changing the way officials look at their job and on the people we serve as a municipality. A model can be a way to make people realise what the output is, but it does not guarantee that with the value wheel social values are to be accounted for. Thus, for the value wheel to stand a chance, officials will have to become aware not only of how the model works, but also about the considerations why the value wheel has to be introduced in the first place.

The thing is that there is a genuine need for quantification of impact, especially within the city management department (nr.9). To convince those controlling the budgets, preliminary impact expectations remain the strongest argument. Before the value wheel can become that method, a lot more examples must be given to show why it is an effective method. With proper examples, officials will see why they need the model, instead of what the model could potentially give.

Another note on the potential of the tool is that it fits much better within the city development department (nr.7). Every project that takes longer than 3 years, lies within the SO department. They are responsible for most value considerations during the planning stage of a project. When a project lands on the desk of city management, most of the decisions have already been made, which make the value wheel obsolete.

5.3.4 Conclusion

The analysis indicates that it is possible to implement social values within the value wheel framework. There are still theoretical limitations, such as a lack of social value indicators, but with additional research, these can be resolved. The pilot case showed that there are also still some limitations on the value wheel regarding the practical use. It also mainly comes down to gaining experience with the tool, learning how to deal with certain indicators and fixing other small issues that follow along.

The more relevant issues come to light when other officials are asked about their ideas of the value wheel. Despite officials being rather positive about the implications of the wheel, there are barely any officials who see the model as a promising new way of working. Remarks by officials, on the model not being used when mandatory, make that there is a need for examples on why the value wheel model benefits the work of officials. Creating these examples, though, would take a considerable amount of time, as these cases do not yet exist. It also begs the question if officials desire a complex model within their work, many of the officials see it as an interesting way of thought, but try to keep it with that function. It shows that even if the value wheel would be perfect in theory, there is still no guarantee that officials will embrace it within their decision-making policy.

Another consideration, within the analysis of the possibilities of social value inclusion into the value

wheel framework, is that plenty of assumptions have been made. Take the social values as experienced by the public that resulted from the complaint analysis. Theoretically, these can fit the role of social values, but this is without the actual value considerations. Also, it does not mention any other difficulties within the organisation of the municipality. As the themes below will show, it is not only about the considerations of the value wheel model itself, but also on what prevents such a model from being implemented in the first place.

5.4 Theme 4: Civil Participation

Despite 15 officials mentioning that they have contact with citizens within their everyday job, 18 of the 20 officials mentioned problems with participation. With participation also being one of the most commonly mentioned themes during the informal meetings, it was considered as a relevant theme within this project. With social value considerations being a critical aspect of how social values are included within the decision-making process, these considerations have to be checked with citizens occasionally. This would require the participation of citizens, but as the respondents show, there are many existing issues with participation within the municipality.

It is not only the implications from literature, but also officials themselves who state that we as a municipality need the input from citizens (nr.4,5,8 and 19). As official 8 mentions: "If you operate somewhere, it is important to feed on what you are working with", meaning that you have to get your information from the subjects you're working for. The problem with missing out on participation, according to official nr.4, is that "Officials are very good at working from their expertise, but tend to overlook those involved." It is similar to the example of the local social value initiative showed (Bospolder Tussendijken 2023). The municipality lacks an understanding of what the public desires, and participation is the direct way to value considerations of the public.

5.4.1 Relation with the public

According to various officials, one of the reasons why participation has become such a difficult task is that the relation with the public has come to a low point. Trust in governmental organisations is very low, which has even made it a theme on its own, and the municipality fears to get it wrong. Official nr.1 mentioned that "We have to be aware not to create expectations when you cannot make them true, this has happened years ago, and we still face the consequences of it." Nr.20 agrees and states that officials should be wary of creating expectations. When these expectations are not met, the relation is even worse than when no participation happens in the first place.

There is also a fear from officials when approaching citizens. Experiences teach that, in general, those with the loudest voice take control of participation events. This prevents the true opinions from coming through and causes officials to act towards what some 'prominent' individuals want (nr.9 and 16). "We must not forget that it is the public that we serve", says official 9 when talking about individuals. However, it is not only about loud voices taking over, it is also about citizens who simply do not show up. In the experience of officials from the meetings, actual representation is almost impossible to achieve.

From the informal meetings, it was noted that, in general, there are three types of citizens. Citizens who think the municipality should just do its job, those who actually do want to participate, and those the municipality has completely lost. The latter is both due to a lack of trust, but also as the municipality only communicates in Dutch with the public. This was a political choice from the city council, but has resulted in the fact that numerous people simply could not participate even if they wanted to.

The largest problem in the relation with the public is that officials tend to find difficulties in having

to participate and choose to avoid it.¹⁰ "It takes a special type of official to do the contact with the public sustainably. On the one hand, you receive all number of complaints, and on the other you get input you do not desire." (nr.4). The interesting aspect of this quote is that it directly shows the issues with the relationship between the municipality and the public. People experience many issues and do not know how to contact the municipality about it, whilst officials only want the input that is required for the participation.

According to official 17 when having participatory events, 2/3 contacts revolves complaints that have nothing to do with the theme of the event. Something which was recognised by many officials. However, "the complaints might be undesirable, they should be a source of inspiration." as nr. 10 says. "It shows what people actually care about." These complaints are one of the reasons why officials skip out on trying participatory events. The problem is also that if an official takes the complaints serious, there is still a lot of difficulty with finding the right place for the complaint to be handled (nr.10). As will be explained in the section on compartmentalisation, it is very difficult to get things to the responsible official between different clusters and teams. Thus, not only do citizens struggle with finding a place for their complaints, officials themselves also do not know what to do with the complaints filed. It immediately places questions on the complaint dataset, as many citizens clearly are not using those communication ways, to file complaints.

The second difficulty, mentioned by nr.4, is that officials get input they don't desire. It is in line with the idea that officials have that they know better than citizens what to do. The sewage still has to be maintained, despite citizens not wanting their streets to be opened up sporadically. When the input is that people desire a social meeting spot and the municipality wants additional greenery, the question can be asked what the original task of a municipality is. As official nr.18 states, "learn to understand your public and goal within their experiences. ... (the public) is a partner that should be embraced."

A problem when participation is enforced without an official being open for undesired input is that participation becomes a checklist. As nr.16 says, "currently, participation is about retrieving what you want to know, which misses the aim of participation in general." This also happens as participation is an obligation in the Dutch 'environment law'¹¹, this makes that people take it as a necessity instead of why participation actually happens at all. The issue with treating participation in this way is that the people who participate do not see themselves as equals within the relationship. In the case of the 'Dakpark' was there a special official with the task of guiding this relationship. Which, eventually, was experienced beneficial by both the contractor and the public.

In a recently published news article by Rosenberg (2024) on one of the poorest areas of Rotterdam, the situation is described where due to local initiatives failing to receive the required budgets, volunteers within the area can no longer care for the vulnerable inhabitants like children can no longer be fed. This causes issues within the area, where the municipality acts by sending in more officials and subsidies to those officials. However, as the inhabitants claim: "The attitude of we are coming to resolve your problems is an issue. There is a hierarchy there."

It shows how the approach of participation from the municipality. Not with, but for the inhabitants. A sidenote is that the officials in the article claim that they do not know how they can find the right inhabitants for participation, but when they are found, the conversations are always insightful. It is the paradox of putting effort into measures like participation. It seems like a burden, but when put out with the required effort, it can have all the benefits that were required from the start. The issues are not directly solved within the area, but the more the municipality acts as a partner within the area, the better the contacts are, the problems come to light and long-term solutions with inhabitants can be found.

¹⁰mentioned in several informal meetings

¹¹'Omgevingswet'

5.4.2 Moment of participation

Another common theme mentioned by officials is the moment at which participation is used within the project. According to nr.2 and 8, citizens often have bad experiences when participating as they only get presented with 2 or 3 options, which are already fully developed. This makes that citizens do not feel like they actually have a choice at all. It is in line with the comment on how officials do not want too much influence on their projects via input that is not in line with the initial plans. The experience, however, is that this makes participation very difficult for the public. It is also the reason participants tend to come with that many complaints when participation events occur, as they feel like they are not being listened to at moments where participation is presented to them.

According to several respondents, the moment of participation should be in a much earlier moment in the project for it to actually contribute to the project. This has also been the experience in the 'Driehoeksplein' project, where for a change, citizens were directly involved after the budgets were assigned. In this way, citizens know what is possible and can actually create an understanding of the situation and motives of the officials. It also again places the public at an equal level with the official rather than just as a participant, strengthening the relation between the public and the municipality.

In an ideal case, participation would not be initiated when a new project is started, but rather before any projects arise at all. In this way, it is not about retrieving what you need but about an actual "conversation with the city" (nr.17). As official nr.19 states: "There has to be a focus to identify what is needed without direct action plans." When organising participation in this manner, motives from the municipality are left out of the picture and a true conversation as equals can be held. Of course, this is not feasible for every official, but similar to research on what topics actually mattered within the three different districts (figure 5.2) it helps when the municipality is confronted with the opinions of citizens without an agenda.

An issue with starting participation at the beginning of a project or just at any moment at all is that participants see no immediate effects of their input. As nr.5 states: "Most projects start 10 years before they are actually implemented, meanwhile, people move and expect that 'once again' nothing will be done with their input."

5.4.3 Communication

This is why communication is also key, when trying to include participation within a project. One of the reasons why the public is not always willing to help with participation is that they have the idea that nothing will be done with their input anyway. This is also part of the story on trust, but it begins with participation. From the meetings, it became apparent that often it is mostly about the feedback that people receive after having given input. As mentioned, it often happens that a project only starts months after the development sessions have taken place. If this is not communicated clearly, people expect that nothing is happening. Which is the exact thing that happened with official 18.

It gets even worse when people have participated and shared their thoughts and desires, and when the project is being built, none of those wishes end up to be true. This is also where officials are afraid of, bringing the bad news to the public when they desire too much for the limitations of the project. In the case of the 'Driehoeksplein' most kids wanted trampolines, which simply takes too much maintenance and space. Thus, officials choose not to mention the restrictions of the input of participants. However, "It is very realistic that not everything is possible, but that we have to look at what is possible. That also makes it explainable to the people involved." (nr.6). People tend to be quite receptive towards ideas not being able to work, as long as they are told why things are not possible. "Important within communication is: who eventually decides, what will we do with the input you provide and can we do." (nr.17) People are always open for the debate, and although they will not always accept it, in general,

they tend to accept the limitations and obstructions as long as they are clear. "but at the moment there is no communication at all." (nr.5).

Within communication, there is also a role for explaining what is expected from the public. They do not have to decide along every project. Like mentioned before, the municipality has obligatory tasks. Currently, even these will not be communicated clearly and people just see sudden maintenance within their neighbourhood, which also tends to break their relation with the municipality. "The basis of participation is knowing with, then thinking with, and maybe deciding with (the municipality)", according to respondent 1 and similarly respondent 20. When having to participate, the message of: "We are planning to start working on your street within a few weeks" is often more than enough. Currently, even this is not being communicated at all.

5.4.4 Positive examples of participation

The two cases of the 'Driehoeksplein' and the 'Dakpark' show that positive examples of participation within the municipality do exist (see appendix C.3.2). Both projects had the public being involved from the start. As the projects have finished, one can see that the benefits are not only that the public is satisfied with the results. People are even willing to take parts of the maintenance in their hands on a voluntary basis as they have created their own ownership of the project. The outcome of the projects have fulfilled the initial requirements of the municipality, as they have become popular public places with the necessary greenery and other utilities. However, it was the public that decided what they wanted to do within the obligatory boundaries of the projects.

Both of these projects have had critical managers on the project who were very strict on contacts, and giving the right feedback to the citizens on time. This is something which nr.9 also experiences within their team. They have created a contact person within their team who is responsible for the public contact. This makes that the contact person knows whom to provide the feedback to, and the participants know whom to reach out to. The same role is for the officials working within the districts. They are the representatives of the municipality and during the meetings their relation with the public seemed pretty good. In many interviews and meetings were they aware of what the public wanted and why the relation had not fully come to fruition.

5.4.5 District councils

A final note would be on district councils. The issue is that they have been initiated to create a (technical) solution to participation. With a council chosen by the inhabitants of that district, participation should be mainly covered by the ideas that they bring, representing the desires of the district. However, the opinions on the effect of these councils heavily vary based on the district itself. Often, it is mostly about the demands from individuals with a strong voice, instead of actual representation. This also makes it confusing for both officials and citizens to see who is responsible for which aspects. The district councils will mainly be consulted for new ideas within the district, but as these councils only gather twice a month under low intensity, they do not always have an actual idea about the desires of the public. Despite them having the official role of 'eyes within the district'. With these councils running besides the 'wijkhubs', they mostly create confusion rather than being the solution. Officials no longer know whom to approach for what participation measures, and are demotivated after either of the groups cannot provide the right information. Again, in some districts they work in harmony, but there is critique of their performance.

5.4.6 Conclusion

When it comes to participation, there are four important aspects that are being mentioned by officials. The first aspect is about being able to find out about the perspectives that are missed within officials' own way of thinking. It bridges the gap between what officials think is right and the actual experiences of

the public. The second point is that participation has to be genuine, it should be about retrieving ideas and not confirming their thoughts. Solutions can be placing participation early in the project, but even better would be the inclusion of participation when there is not even a project at all. The third part is on communication. Within the current system, there is very little communication towards participants, but also citizens in general, which does not help with creating trust and willingness to participate. The final aspect is on how participation could work. With all the different aspects and bodies to it, it can be confusing for officials to find the right ways of participation. Luckily, there are officials within the district offices with a core task of having the connections within the district. By contacting them, in most cases the right contacts will easily be found. If issues arise when attempting participation, officials should not be brought down, but rather communicate to those involved, why the participation is not going as desired. People are open to hear noes, but they do have to hear it.

5.5 Theme 5: Trust

As mentioned before, the issue with trust has been a common issue within the municipality. These trust issues are not unique to the municipality itself, but also within the Dutch government in general (Frederik 2021). Trust is one of the main issues the municipality faces today. Although the value monitor did not show it directly from the complaints (0 counts), within the interviews it was one of the main occurring issues being mentioned. Whilst working at the municipality, it comes up at almost every event.

The issue with a lack of trust is that for good representation during participation, it is important that a healthy relation between the public and the municipality is established. According to the 'Wijkprofiel' only 51% of the public trusts the city council and only 40% experiences support for their ideas (Gemeente Rotterdam 2024). This shows the state of the current relation with the public. For social values to be meaningful, input from citizens is required.

According to official 8 it is not a specific group that mistrusts the government. From their experience, it is the youth, but also parents and schools. Notice how it is about the government now and not only the municipality. People tend to see everything as the government (nr.12), so utility firms, municipalities, and the government itself are all perceived as one and are mistrusted by a large part of the public.

5.5.1 Causes

The cause for the lack of trust is widely spread. Although the covid-era and other issues before that period have likely played a role, these have not been investigated and thus cannot be claimed as main causes. What was mentioned by official nr.2 is that presently the childcare scandal, support to Israel by the Dutch government (as a lot of the inhabitants of Rotterdam feel sympathy towards Palestine) and energy prices (the municipality is enforcing a shift from gas to heat pumps which cost significantly more) all cause mistrust under the public.

It is also individual experiences that have had a bad influence on the levels of trust. As mentioned in the analysis on participation, communication is an issue within the municipality. This causes that people feel like they are not being listened to, as the 'Wijkprofiel' also showed. As nr.1 stated, A single bad experience can cause a lot of mistrust: "It takes over a year to build trust among the public, but you lose it within two seconds." However, it is not only individual experiences, another example is that of nr.10 "people have heard the right words a hundred times, but rarely see the right things happening." It is also about what the municipality communicates towards the public in general. The issues with participation have been mentioned, but the general experience within the public is that the municipality simply is unreliable as a partner. This feeling was also confirmed by Rijshouwer and Els (2023), who said that "the municipality listens without commitments, there was never feedback on the ideas and issues

which were shared." Which shows that the lack of communication causes a lot of mistrust within the municipality.

According to nr.12 "Trust is a matter of unknown makes undesirable." They state that due to the municipality being far away according to the public, the public feels like they are disconnected with the municipality. A similar thing was stated by 15 who mentioned that the big offices and city hall are too impressive to citizens. That they feel like they are the ones about to do wrong when coming to the city hall. Nr.12 continues with an example of officials from enforcement who hand out tickets on the streets. "They are not liked by the people as they hand out the fines, but people tend to trust them as they know why they are doing it." It suggests that the lack of transparency also contributes to levels of trust.

With the movement from decentral area municipalities to one central organisation, officials have left the districts and become unreachable. With the new movement back into the districts through 'wijkhubs', this issue has been partially resolved. It is interesting to see that the officials who work within the districts do not feel a mistrust towards them, but only to the municipality in general. They are seen by their network of citizens as different as they are reachable. There is a program running within the municipality to motivate officials to start working remote within a 'wijkhub' to promote contact with citizens, but this has not been picked up by officials. They do not see the added value, and often feel like the trust issues are out of their control. Whilst, officials who do take up the offer, state that "The importance of working within the districts is that you operate as equals. This makes that you will achieve much more." (nr.15)

5.5.2 Consequences

The main consequence of a lack of trust within the municipality is that the public becomes unreachable. As mentioned before, there is a decline in complaints filed by the public, purely because of the lack of trust. From the standing point of social values, this is an issue, as actual representation is preferred when determining social values. However, for the municipality as a whole, this is also a difficulty. Many people with debts and other issues need help but can barely be reached. This makes that instances that are designed to help citizens are systematically refused by those in trouble (Dibi 2020). Official nr.2 stated that the only way to reach these people is via a local network within the district, where the official only has indirect contacts via communities.

The issue with missing out on these issues and people is the same as missing out on social values. By not considering the effects which are not directly visible, no complete value impact overviews can be created, which makes that wrong policy decisions can be made. Take the community led initiative in BoTu, this has increased resilience within the community, which has likely saved the municipality from having to jump in when people can no longer support themselves. In general, it is the weaker and further distinct people that start mistrusting the municipality in the first place, as they have the most experiences with the municipality (Dibi 2020).

5.5.3 Mistrust within the organisation

There is not only mistrust from citizens towards the municipality, but also mistrust from officials to citizens. As mentioned in the section on participation, there is the tendency to think that the official themselves is the expert and the public has the wrong perspective. As previously discussed, it is not only about their own expertise. Officials tend to miss out on certain insights purely because they feel like the public is not aware of what matters. This causes issues with participation and establishing a healthy relationship with the public.

But what might be even more alarming is that there also is a lack of trust between the different departments of the municipality itself. One of the issues is that there is currently a period of budget cuts

within the organisation, which causes people to stop sharing materials and make things their own (nr.15). This is not only the case between departments but also within teams within the same department. In many projects, there are opposite motives, will it be political or target-based motives? But it does make operations even more difficult. Regarding social values, one could imagine a social value expert being mistrusted for its contributions due to a 'target' which must be reached. Which causes people to question whether the contribution is real or just framed nicely. It is not that every one mistrusts each other within the organisation, but especially between different departments working together is a big issue. Which is why compartmentalisation is also one of the main themes.

5.5.4 Conclusion

The data shows that trust is a big issue within the municipality, but, with the previous critique on pure data, it is also about the reality. Both officials doubt that the public is up to speed, as the public is not feeling heard. Which makes it difficult to get actual stakeholder involvement with social value identification. The issues with mistrust is that parts of the public can no longer be reached by the municipality. This makes that actual representation almost becomes impossible and that value considerations miss out on parts of the public. However, officials working within the districts seem to have quite a good relation with the public. This shows opportunities for the municipality to regain the trust which is needed for more than just social value identification.

5.6 Theme 6: Compartmentalisation

Within the interviews, it was mentioned by 13 officials that they had troubles with working with their colleagues. This can be expected from every organisation, but what was interesting was that the term compartmentalisation was mentioned in 10 of those cases. Respondent 17 who has worked for most departments stated, "All departments are different factories, with their ways of working, both formal as informal. Moreover, each department feels like it is their way of working which is the best. This causes friction when they have to work together." Departments have their language, organisation, and culture. These differences are not only visible between departments, but also between different teams within the same department (nr.17).

The issue of compartmentalisation is also being recognised by officials within the municipality, and a lot feel frustrated. It is for that reason that the municipality has set the target for a more integral approach, but "due to the organisational structure with compartmentalisation of budgets and structures" this is still lacking in execution (nr.8). Due to compartmentalisation there are often different deadlines, budgets and targets, which causes opposite motives between different teams and departments. This makes that despite the desire to work together, it is almost impossible to reach similar goals with the current structure (nr.17).

The problem of the lack of officials working together regarding social values is that projects with social impact often have their impact and requirements being spread within different departments. Take as an example the case of wrapping garbage boxes in floral wrappings. In an attempt by the clean team of city development to reduce the placement of garbage next to the assigned disposal boxes, the team thought of a possible solution with wrapping these boxes in floral patterns to improve the appearance of garbage boxes. It did not reach the target, but the people were really enthusiastic because of the appearance within the streets. For the district teams, this was interesting, as they got many requests from the people to have their public garbage boxes wrapped. However, for the department of city management (where the clean team resides) it was of no interest as it only costs them money and does not contribute to anything. Thus, it was not continued.

The issue of benefits not being seen by the same team that covers the costs, prevents policies with

widespread benefits to be applied as they become too expensive within a singular team. This oddity was also mentioned by nr.13 who claimed that if all the benefits and budgets would be placed on a big pile, it would be much easier to have value-based projects to be implemented. It is not only the benefits that decide whether investments are made, though, it is mostly the compartmentalisation within the budget allocations themselves.

5.6.1 Budgets

As mentioned before, there is often an issue with finding budgets for social impact, as the greenery budget needs to go to greenery and the sewage budget has to go to sewage. This is also a result of compartmentalisation. The different targets from different departments have their budgets assigned to it, and there is little incentive to share those budgets for a better outcome. According to official nr.1, decisions at the start of a project are heavily dependent on who holds the money. Official nr.18 was only able to allow for participation as they found additional money outside the municipality through external funds. In general, when a project is started, the first step is looking at what budgets are available, and only then will the plans and options for the project be considered.

It was mentioned in the section on social values, that small adjustments can be made which improve social values without requiring additional budgets. However, these adjustments lie out of the scope for officials, as they are not part of their initial targets. This makes that only if a creative official takes the additional effort to include social considerations, these choices are actually made.

The issue is that it also works the other way around. When a project manager gets a project on its hands, a lot of time is spent on finding budgets from different departments to actually get things going. Especially if the official wants to carry out more than is expected from the municipality. The money that is acquired comes with harsh targets from the department it originates from. Let alone, that acquisition has to be redone every single year (nr.13) due to regulations of the municipality. This not alone creates restricted budgets and possibilities, but also costs a lot of time to acquire budgets in the first place.

5.6.2 Contact with other officials

Another issue of compartmentalisation is that the lines between officials become longer and longer. In the old system, different departments worked together within the same decentral municipality, which allowed for quick communication when a problem arose. With the new departments, though, these officials now work in different teams that barely work together. This makes that when a problem is shifted from one team to another, there is little context that comes along with it, and the problem will be re-evaluated. It often occurs that the first attempt will be the wrong official and that the problem is pushed through again (nr.10). Due to teams no longer working together, they know less about each other. As mentioned before when talking about trust, "the unknown makes the undesired".

It is not only problems that are slowed down within this process, though. It is also the case when officials try to find other officials they need for a project or quick fix. Within a department, this often works fine (nr.3), but working with other departments may take 6 to 7 officials before they have found the right one. This also makes that when officials have met a citizen during a participatory session with a problem at hand, it is likely that the problem will vanish within the organisation and that no fix will come out of it. There are actually officials within the municipality with the main functionality of bringing the right officials together.

The interesting aspect is that this problem is less significant within the districts, as officials from different departments and thus their networks come together here with similar local targets. It might be that the officials of the different departments have their targets, but because they work closely together, they have an understanding of why and how the motives of their colleagues are formed. This makes that there

are more willing to work around the harsh targets for a better solution. Exemplary is that with projects within the offices, officials from different departments will often not even meet once, but just send their targets and requirements to the responsible project manager and try to manage the targets to be reached.

A small note is that it also is not easy for officials to find each other. The intranet of the municipality does not seem to provide a solution, as it does not provide a clear overview of the responsibilities and functions of officials. This was validated by official nr.3 but mostly noticed due to the experiences when working on this project. For instance, it took over a month to find the right data analyst, who could provide access to the complaint database. This means that officials almost fully have to rely on their network when trying to look for the right officials to contact.

5.6.3 Between the districts

Another big split in motives and ways of working exists between officials working within the districts and officials that work within the 'offices' of the municipality¹². Officials that work within the districts often feel overlooked when projects are being developed. "There should be more notice to the expertise which is already present within the districts" (nr.6). It is the same with public participation. The expertise is already there, but officials tend to think that there is no need for 'external' input. This, whilst some crucial mistakes made in the planning process, would have easily been prevented when consulting an official at the end of the chain (nr.12). Think of a solution demanding additional foresters, whilst there currently is a lack of foresters, which makes that the entire project can no longer be put out, whilst the local district manager could have told that immediately, as they are struggling with finding a new forester.

It was also interesting that the officials who were interviewed or met during the project took real notice when the effort was made to have the conversation at their local office. It felt as if the impression was made that this research project actually took an interest in their motives, rather than it being about what mattered from up top. It was not confirmed by any of the officials, but it suggested that it is not only about contacting officials within the districts in the first place, but also about showing that you are willing to try to consider what they have to give.

Another problem is that when a project is already being deployed within a district, officials from different departments jump in late with additional (and impossible) demands. This leaves the officials within the districts having to explain to the public why there are last moment alterations and delays, even though these officials are frustrated themselves by the late additions. Similar to participation, officials see it as an obligatory aspect to seek contact with the districts without actually considering what is being mentioned by their colleagues. This causes frustration by those working within the field, as they are not considered, but have to put out the ideas from up top.

On the other hand, there is also an issue with feeding positive feedback into the organisation. It is not only complaints that are shared by citizens within the districts. In numerous instances, there will also be positive feedback (see the complaint examples in appendix E.2), but that rarely makes the offices, as there is barely any contact within the municipality. During the meetings, it was mentioned that people feel like working at the municipality does not feel rewarding. One of the causes is also that the actual results of new projects are rarely communicated to the organisation. Increasing the contact between officials could improve the positive feedback loops.

5.6.4 Conclusion

The problem with compartmentalisation is that it splits up the organisation and breaks up projects into individualistic considerations. This causes friction between officials and slows down processes. "What

¹²These are mainly the 'Timmerhuis', 'De Rotterdam', and the city hall

is really necessary is that officials start talking in each other's language" (nr.4 and almost the same by nr.13). The lines are long, considerations of targets and ideas are no longer shared, and in the end, projects face impossible scenarios. All whilst increasing the process of working together could resolve these frustrations. Especially for social values that are often spread over the different departments, this creates difficulties from making their way into projects. Especially because the assigned budgets do not include social values within their targets.

5.7 Theme 7: Leadership within the Municipality

As the question "In the case of implementing such a framework, who makes the executive decision to implement it?" was often met with an answer like nr.9: "It is difficult to say who actually chooses within the municipality, who takes the responsibility?" It was considered a trend that there is actually very limited leadership within the organisation. During the informal meetings, it also became apparent that officials get stuck on the absence of an official who actually chooses to enforce a project or initiative. A similar thing was happening within the development team sessions, where it became clear that there was someone lacking from the municipality, who enforced the value wheel.

With the pilot case, it was also an issue to see who eventually decided on what would happen with the outcome of the sessions. During the sessions, it was clear that the value calculations were only accepted if all technicians agreed, apart from the values that had to be taken from experts outside the team. The total value at the end felt "right" and was taken for granted. The monitoring would be cheaper than inspection, but inspection would take away the risks of the bridge and also from similar infrastructural assets. When starting the project, the project manager of this case was tasked to find out what the actual situation of the state of the bridge was, but with the size of the risk of damage being this extensive it had to be taken higher up the chain. After many months, still no decision has been made on how to progress, as there is no one within the municipality that picks up the responsibility. Other interesting aspects of the pilot case were that despite being the intern, a lot of input and changes to the conversation were immediately accepted. In the final session, the steering committee did not really have an idea on how to progress. Which allowed to change the meeting towards the calculation of value contributions of the possible measures. It shows the lack of leadership in projects like the pilot case.

Which brings it to another issue, how to convince those unfamiliar with the wheel? As interviewee 18 said about the case, "Maybe the collapse should just happen, then we can finally start working on it" (Not a real quote as the case was different, but it covers the meaning). It shows the frustration of cases where, even if the results suggest that direct action has to be taken, no decisions are made at all. Within projects, it is not only about finding an outcome, but also on how to continue once a solution has been found. This is also something officials in districts experience, once they have a problem with a solution ready, but no official responsible for city management is willing to pick up the project.

A similar fate stood for officials trying to make the municipality a so called 'SDG-municipality'. This meant that, like many other organisations have done, the municipality would aim for all projects to contribute towards the SDG-goals. There was an entire program set up and various officials were assigned to help with this transition (nr.4 and 19). However, they were upheld by the lack of support from other officials and by lack of progression was the attempt ended. The program showed promise, and many other municipalities have become a SDG-oriented municipality, but no one was forced to commit. The same fate occurred with other models and policies that have been tried within the municipality. As respondent nr.11 stated, "Independence and lack of obligations are an obstacle to get these types of programs through."

Within the municipality, this is often called the "wave effect" (nr.12 and meetings). A new idea receives hype and resources are given to the project, but after a while, progression slows down and the

hype slowly runs out and things go back to how they were. It is the same for the value wheel, participation and other hypes that pass through. Without anyone forcing the idea with actual choices and decisions, hypes will die out eventually (nr.12). Which is why for the value wheel to avoid this fate, progression has to be kept up and someone has to convince the municipality for it to be implemented. Another option would for the value wheel to become part of the project standards (nr.11). Attempts like these are made by the development team, but mostly to other new standards that are up and running, but the issue here is that those programs also suffer the same fate of being the 'big next thing'.

However, how to enforce projects? Participant nr.12 states that "With slow themes (such as the value wheel), it is always a question of who pushes through and decides." The fact that officials themselves do not commit has two causes. On the one hand, there is a lot of freedom within the municipality. The argument is often given that it is the responsibility of the official to take matters in their hands. When trying to bring the idea of the importance of social values or the value wheel in during interviews or meetings, a common response would be that a mandatory assignment mostly creates resistance with officials, which makes them put it aside. This is also because they are used to being relatively autonomous within the municipality.

On the other hand, there is very little control from management. In general, officials are rarely judged for their output and decisions. Note that the lack of judgements is not always desired by officials themselves. It is a current debate within the municipality whether there is too much freedom within the municipality. Who chooses and who is responsible? During the pilot case, one of the main aspects at the end of the project was: who are we supposed to convince? We can cause a fuss by showing the risk and the money that goes with it, but what manager jumps out and decides that we act? This also makes it difficult when writing reports, as they did not know the actual target audience. It is mostly on a voluntary basis if project managers jump in, rather than that there are clear systems of leaders in play.

Of course, there is some structure between the city council and the municipality, and the municipality is to follow those targets. However, the issue with a lack of leadership is also that the argument of councillors is almost directly taken for the true argument. Take the clean team, working years on experimenting with public rubbish collection points for large objects that do not fit in standard containers. This clearly did not work, but a councillor wants it to work, thus pursues the municipality to push through. Despite the clean team knowing that it will not work, the municipality sets through, and the project turns out to be a big fail. A cynical comment overheard whilst being at the municipality is that a councillor would have to fail to find a parking spot today and tomorrow a plan for additional parking spots will end up at the desk.

It is also the other way around, where officials will simply point to the desires of a councillor as the reason for having to put something through without sharing their vision. It is simply not the culture within the municipality to speak out. Another issue with the city council being the pointed out as the decision makers within the municipality is that they are only in command for the duration of its political rule, which is a period of four years. Similar to the earlier described hype wave movement, this ongoing switch every four years causes a demotivated attitude of officials. In reality, officials who have tried to make a big change within the municipality see their plans being abruptly changed with a new council in charge.

This has the consequence that it is very difficult to find officials who are willing to make an actual change within the municipality. Which is a crucial issue for a new method like the value wheel to be implemented within the municipality. It is paradoxical as in general, the council expects the targets to be made, but the method and way of deployment is up to the municipality, which asks for countless decisions to be made. Also, whenever an official has taken matters into their hands, and it has led to a success, councillors will likely show up presenting the project, despite failing to provide the initial budget for the project.

5.7.1 Conclusion

There are several lessons within the theme of leadership. At first, it is often not known who, if at all, makes the actual decision within the municipality. This causes that many initiatives are purely on a voluntary basis. Which, on its own, makes that it becomes very difficult to get new ideas through and implement other ways of working. The idea within the municipality is that a good idea will find traction and slowly others will follow, but in reality that rarely happens. Officials are used to their freedom, and often do not even know who could take the role of a leader within certain projects. There lies leadership within the city council, but once a project has to be initiated from the municipality itself, it fully depends on the presence of an active official, who dares to push through.

5.8 Theme 8: Standardisation

In line with the theme on leadership is that of standardisation. A lot of the decisions within the municipality are made according to the existing standards, and officials are expected to keep strict to these standards. This has several consequences. Take the RSPW¹³, this document provides a standard for how projects are to be set up within the municipality and has to be completed before a project can be started. This prevents things from being left out of the equation, but it mostly causes projects from not being able to be started at all.

During an informal meeting, an official declared that their project had almost everything from the list, a budget, a team, participation requirements, etc. The only thing missing was a project manager with time to officially lead the project, which the official was not allowed to take on by themselves. As this was required by the RSPW, the project could not start and was now upheld for almost half a year. This whilst the public had already taken part in informative sessions and were now frustrated about the municipality not doing anything with their input.

According to official nr.17, the RSPW creates projects that are almost completely predetermined when started, which causes that there is little flexibility when performing the project. "It should be intended the other way around as a checklist to see if everything is accounted for." The reason the municipality writes everything down into standards is that it covers them for accidents to happen (nr.5). As mentioned before, the municipality is terrified to make mistakes and cause big national drama.

Another interesting example of standardisation is the document of "De Rotterdamse Stijl" (the style of Rotterdam). This document can be considered as a big catalogue of objects project managers can select from when designing a new square. It was made to ensure that the city would be developed in a uniform style. It also means that when the public desires a picnic bench and such an object does not exist in the catalogue, there is no possibility for a picnic bench to be placed within the plans. This might seem absurd, but it is the actual case.

The big issue of standardisation is that it has become one of the main arguments of officials to fall back on standard when having to defend their choices. Whilst good leadership, "demands that you can cross the lines when required." (nr.16). A common debate within the municipality is that when people try to overcome the standards, they will be told that things are not possible because of the 'system'. "But who is the system? We are fooling ourselves." (nr.16).

The fact that we stick so much to the standards causes us to lose the vision on actual reality. Take the figure 5.2 or the "Wijkprofiel", no district is the same. So why intend to treat them similarly. The one size fits all solution does not exist within the municipality (nr.10 and 13). It is part of a bigger issue within the municipality, due to compartmentalisation and standardisation the distance between those working

¹³'Rotterdamse Standaard voor Planmatig Werken' (Gemeente Rotterdam 2010)

with the standards and the actual reality on the street has been growing.

A final example on this matter is the mowing system of the municipality. Every piece of grass gets mowed a predetermined amount of times a year. However, some pieces are used a lot by the public, which causes them to request additional mowing. The response of the municipality will always be a no, for the simple reason that "the systems cannot handle this" (nr.12). Imagine being a citizen, how this message will come across. The ironic thing is that in a recent attempt to increase biodiversity, the municipality has decided to stop mowing certain pieces of grass, a change the 'system' had no issue with at all.

5.8.1 Distance from reality

As was mentioned before, there is very little interaction between the officials working within the 'offices' and those working within the districts. The issue is that those on the strategic side often are the ones working in the offices with the models and standards that have been written. This causes them to operate without actual knowledge of what happens in the field. Out of all projects that are developed by the municipality, only 10% is realised (nr.18).

Take a crossing which was redesigned by a big team of officials and a full new design was published where they had excluded a bike lane, as they saw no fit for it. When the plans were published, it turned out to be one of the busiest bike lanes in the city and the plan had to be cancelled. Just because none of the officials had taken the time to go and look at the actual crossing.

It is similar to the checks that the public can give through participation, and it is like official nr.8 said, "If you operate somewhere it is important to feed on what you are working with." Officials working with those in charge are often surprised by the distance these officials have to actual reality. It is not that they are living in a dream world, it is just that they never check for the material they work with for it to be actually true.

It is the same distinction between social values and their actual meaning. The numbers do not tell the whole story, but they are taken for what they are almost immediately. As mentioned in the thematic analyses of social value experiences by officials, there is the tendency to go for a technical approach when dealing with soft matter. The issue is that in this way, a lot of time gets lost in solving the wrong issues. This causes that officials are genuinely surprised when they are taken to project sites. As this is often the first time when they are confronted with the actual situation of the project (nr.18).

The distance from reality also shows in the examples given to express the need for civil participation. Take the local BoTu investment plans (Bospolder Tussendijken 2023), how can it be that the top-level strategists were unable to predict what a region within the city actually wants to happen? The interesting take here is that strategists, whom have been spoken to during this project, all proclaim that it would be beneficial to have some form of reality checks within their daily work, but genuinely do not know how this could take shape.

It is not that they do not know citizens exist, they just feel like the time and effort of organising the checks with citizens is not efficient enough. As is often the case, people know that things have to change, but lack the time to create the change. Which, in the case of the municipality, keeps the barrier between officials higher in the chain growing as the higher in the chain, the busier officials are.

Some officials are trying to implement reality checks into their job by trying to take their team into the field once every month. The experience, though, is that in reality it is almost impossible to find a place in the agenda of officials to get this going (nr.7). As everything is done on a voluntary basis,

initiatives like this will seldom follow through, as people are not forced to commit. Even if the initial effects show to be positive, there is little chance in follow-ups.

5.8.2 Conclusion

Within the municipality, there is a tendency to work as much with standards as possible. It makes sense as the municipality has many responsibilities and by creating standards it covers itself for officials missing out on crucial steps. The problem this has for the reality is that many cases are not as uniform as they are expected to be. It is a question of prioritisation, as standards do create efficiency. In the current situation, it prevents opportunities for social value inclusion as it does not allow for measures apart from those "the system" provides.

It also makes that there is a gap between what the officials work with: models, standards, numbers, and what the reality requires. Just as the technical approach, lack of participation, and compartmentalisation cause. There is little consideration for opportunities and opinions besides those at hand (here the standards, but in the other parts the numbers, model, standards of your department).

6 Discussion

As the complexity of social value inclusion has shown, the answer to the research question: "How to include social value within the decision-making process of city management?" depends on a lot of both theoretical and practical aspects. On the one hand, implications from literature indicate that there are lacking insights regarding social values in municipal context. On the other hand, many barriers exist, which prevent social value considerations from being identified by the organisation.

Within this section, the different aspects are brought together, trying to answer the different research questions. After the main findings are presented, the limitations of the research project will be discussed. After the limitations, both recommendations for further research and the municipality itself will be presented, and finally, comments on the impact of the internship and the progression of the project will be described.

6.1 Main Findings

6.1.1 What social values occur within city management at the municipality of Rotterdam?

The initial aim of this question was to identify a list of social values experienced by officials. Inclusion, trust, safety, respect, autonomy, and trust were the most named values. In total, 49 different values were mentioned during the interviews. However, it was noticed during the interviews that despite similar values being mentioned, the explanations of these values as well as the thoughts on these values differed quite extensively.

Inclusion is the most prominent example. Despite various officials prioritizing it as a key value, others pronounced it as a wrong value entirely and wanted it replaced by other values like diversity. The opposite was also noticed, where two different values were used to describe the same considerations. It strongly suggests that it is not about the value terms themselves, but about the considerations that lie behind the values. It makes that if the municipality includes a social value list, it can be expected that officials will take different conclusions and takeaways from that list when working on projects.

The different perceptions of values indicate that the subjective nature of social values described by literature was verified by the responses during the interviews. Moreover, it means that when officials are working on social values, they are influenced by their own experiences and expectations. It therefore cannot be expected that working with a set list of values will grant consistent results from officials.

It does not mean that the list is useless, as it shows what officials themselves care about when talking about and working at the municipality. It shows what considerations officials make during their work for the public, and it can be compared to the values that are actually experienced by citizens.

Another interesting find, there is a big difference between officials in their understanding of what the public desires. Some officials, most of them working within the districts, have quite the understanding of what matters to the public, and can even describe the small wishes and desires. Other officials have little idea of what the public wants, and mention values in the municipality without even considering the public. It makes sense, as the different functions ask for different levels of understanding. However, it is mostly those without close relations with the public, who decide where the money for projects goes to.

6.1.2 What social values are experienced by the public within the municipality of Rotterdam?

From the complaint analysis, it was found that the value experiences of citizens differ from those of officials quite substantially. For the public, access to information, equality, sustainability, availability, and safety were the values that were mentioned the most. The context between interviews with officials and

complaint filings might be different, but it indicates that there is a difference in experienced values.

The relevance of this find is that officials tend to operate on different value assumptions than actual considerations of the public. It shows that if the municipality would like to be more in line with its citizens, measures should be taken to bring these values considerations together. The current issue is that officials tend to think that they are working on social considerations, but are not aware of whose considerations they actually are.

Besides the differences between considerations of officials and citizens, there is also a difference in the considerations of the public. This means that even if value concepts of citizens are known on a larger basis, value considerations still have to be reevaluated when starting a local project. Social values are dependent on individual preferences, but even public values differ between location, timeline, and group of representatives. Furthermore, value considerations depend on temporal developments, such as the current problems with the child care scandal in the Netherlands.

The issue with this analysis is that within this project, only the most general considerations of the public were analysed. As the analyses on the social values of officials showed, there is a difference in values mentioned and value considerations. The dataset shows to some extent what matters to the public, but it can never distinguish actual value considerations. It makes that the results from this question can only be used as an indication of what matters to the public.

6.1.3 How can the identified social values be measured?

The literature review showed that by defining quantifiable social value indicators, these indicators can be used to represent the social impact of projects. Experiences within the municipality also show that, if enough time is spent, social values can be expressed as a sum of various indicators. The issue with displaying social values by quantitative measures, however, is that the considerations of social values get completely lost.

Take the number of complaints as a measure of satisfaction. A decrease would mean that satisfaction would go up. Due to a lack of trust, experiences show that the more complaints the municipality receives, the more people trust the municipality to actually take notice of their input. If trust is re-established, the number of complaints would become a good indicator, as the initial instinct now becomes reality. This shows how a single indicator within the same context can have different meaning, and how the use of social value indicators can lead to the wrong conclusions.

When social values are quantified, officials are no longer incentivised to look for the actual meaning of the values, as they are already explained in technical terms and thus been made operable. The general approach with the municipality is very technical and as officials lack time, why bother for looking at the actual explanation of these values? By making social values stand out as equal to the other values, the actual importance of social values, their meaning, gets lost, and less attention is given to them within the decision-making process.

From a theoretical perspective, it is possible to put out a list of social indicators and measure them for each project. Technically, this would be a fine solution and during the pilot case a similar thing occurred where QALYs were taken as indicator of health. The issues with value considerations are made clear, but there is also a benefit to the use of indicators. The pilot case showed that not all values have to be considered, as it is mostly about the order of magnitude rather than including all specific values. By using the right indicators, social values can be expressed by only a few indicators and take an actual role within the process. In the pilot case, only reputation and casualties were of an order of magnitude high enough to be relevant, which meant that the total value of trustworthiness and health did not have

to be calculated.

The pilot case also confirmed that the meaning of the values and the indicators get almost immediately lost after a measure has been assigned to it. After it was established that a human life was worth a certain amount via QALYs it was added to the total value amount and no questions were asked about the actual meaning of casualties. It is a difficult topic as it is part of neutral judgements on the actual risks, but it was interesting to see how a number seems easy to accept. This is in line with interviewees saying that the numbers don't tell the whole story, and that officials tend to take things from a technical viewing point.

Thus, in theory the values can be measured, but the more important question would be if it is desirable. The initial question was about making social values count within the decision-making process of the municipality. By forcing them into measurable constructs, they lose their original meaning and are no longer considered for what they actually are. With a framework like the value wheel, social values find their way more easily into the decision-making process, but one can wonder if it is the actual social values that are being considered.

6.1.4 Can these values be incorporated within the existing value wheel framework?

Not considering the actual value considerations, it is possible for a set of social indicators to be developed which can represent social values within the wheel. There already exists a list of KPIs from the original creation of the wheel, which can be extended with a lot of time and effort. They only have to be split up into the social values categories of the wheel and been experimented with.

When working on the pilot case, it became clear that not all the indicators are relevant for each project. Creating a big set of indicators allows officials to pick out the useful ones and calculate them for the project. Even the ones being picked don't have to be precisely calculated. Estimations are often enough to base decisions on, and with the level of detail of the risk factor, small details will be emitted anyway.

More interesting findings are that the value wheel model itself faces difficulties in being spread through the municipality. Other officials don't seem too willingly towards experimenting with the wheel, whilst additional example cases are required for the value wheel to show its worth. Furthermore, when having the pilot cases it became clear that for social values to be considered, at least in some shape or form, a social expert has to be part of the project. Despite the material values already being fully described by KPIs of the value wheel, it still took experts to discuss their full extent. Especially when experimenting with the value wheel, a social expert would also be needed. Which official can take this role is still to be determined.

From the experience of the project, this would have to be someone who is in close contact with all stakeholders. In the case of reevaluating the 'Driehoeksplein' case or the 'Dakpark' this could be the contact person within the project. With new projects, a district manager or district networker could also fit this role. It cannot be expected from those working with the indicator set to be fully aware of what the social indicators mean without consultation with an expert.

As has been mentioned within this project, it is the question if it would be desired for social values to be placed within a social value framework, as officials working with these values will have the idea that they have dealt with social values after having used the framework within their project.

6.1.5 What barriers prevent the implementation of social value models within the organisation?

As the different themes showed, there are plenty of restricting factors within the municipality, that prevent a social value-based model from prevailing. Even if the set-up of a model would be perfect, it would still not be likely that it could find its way within the municipality. Whilst there are many officials who see

the addition of social value considerations as beneficial, both from the districts as the offices, previous models have also failed to become a decision-making tool. Within the current situation, problems with participation, trust, compartmentalisation, leadership, and standardisation all prevent social values from being considered for what they are. This makes that working on a framework itself is not enough to bring social values to the decision-making process.

The first barrier is that officials will not embrace a new model just because it has the promise to work. Due to the voluntary work style of officials, there is no need for them to implement it apart from their own beliefs. This means that example cases are required to convince officials to implement the framework. However, there is a lack of example cases as of today. Another problem with a lack of example cases is that when officials are working on the value wheel framework, there is little experience of how issues that arise during the process are easily resolved. As the pilot case showed, some missing indicators or lack of knowledge on specific indicators can make a project get stuck on a few indicators.

Another reason why it is unlikely that officials will accept the value wheel framework is that it is not part of any standards of the municipality. Despite the lack of leadership within the municipality, officials seem to hold quite strictly to existing standards in the way of working. Without the framework becoming part of a standard, as the value wheel team has been investigating, it is again unlikely that officials will pick up the framework by themselves.

About social values in general within the municipality, there are a few important barriers that have to be overcome for officials to realise the importance of value inclusion. At first, officials are not confronted more with the actual effects of their output. Due to standardisation, technical approaches and a focus on targets or numbers, the reality seems to have got out of the office. Without the true considerations of social values reaching decision makers, social values are not really considered. In the current situation, the main confrontations consist of data and numbers, which do not seem to match the reality as well as officials perceive them to do. This makes that officials tend to think that they are working on social values, whilst in reality, they are targetting just the numbers and, without being aware, disregard the actual value considerations behind those numbers.

Ideally, officials will have conversations with the public at the start of a project. As experiences with participations show that, currently, participation is mostly taking place when the actual decisions have already been made. However, even if participation is included at the start of a project, the conversations still face difficulties. A lack of feedback loops, the attitude of both the public and the officials, trust issues, time constraints, and officials simply not knowing how to find participants all prevent actual participation from taking place within the municipality.

There are also plenty of officials who work with citizens daily within the districts. They often have quite extensive knowledge of what happens within their districts, and they are much easier to approach than complaining citizens. The problem is that other officials are often not aware of their expertise. In general, officials from the central offices hold little interest in officials within the districts and, vice versa, officials from the districts find difficulties in finding the right colleagues within the central offices. This causes that local experiences are often not considered within the decision-making process. This is especially problematic, as most strategically involved officials tend to reside within the central offices and thus are rarely confronted with the actual situation on the street, causing that the creation of projects often takes place without the considerations of the actual situation the project is supposed to solve.

A similar issue exists within the municipality itself. When a new project is started, officials tend to just put in their targets and try to safeguard them to be implemented within the actual project. There is little consideration for the desires of other officials, and the different teams and departments rarely meet when working on projects. This causes frustrations and mistrust between the different teams and

departments. As most departments and teams have their own, unwritten, ways of operation and their targets, they feel like the other departments are not considering the actual issues that matter, which causes competition between different teams. This makes that a project manager sees little space for the addition of other themes that have no predetermined budgets, as they have enough tasks at hand by just managing the different teams.

Regarding the rules and regulations, the argument is mostly on the willingness of people to cross the lines when required. It is similar to how the municipality lacks certain leaders to step in when issues arrive within processes. Of course, there are regulations by law, but often there is a way to look outside the existing standards and regulations present at the municipality. It is similar to about officials not being confronted with the reality on the street. Whenever a situation arises, where the only limiting factor is the fact that a standard or regulation of the municipality cannot allow for a measure to be taken. The question has to be asked whether it is actually the situation that is the problem, or that it lies within the standard or regulation.

6.1.6 How to better include social values within the decision-making process?

As shown in the discussion on the sub questions, the project has changed from the implementation possibilities of a value-based model to whether a new model is actually what is needed to include social values at all. It feels as if the addition of a value-based model is more about solving the symptom of not being able to express social values in measurable quantities, rather than solving the actual problem at stake. Why is the municipality unable to identify social needs in the first place?

This makes that for the main research questions there are two answers. One which is the theoretical sound answer, but has little likeliness of succeeding in practice, and a practical answer, which is only based on empirical notions and considers the limitations of the municipality, but has little theoretical support.

The theoretical solution is that the list of social values found in this project can be extended with additional social indicators to make the social values operable. These indicators can be created by checking previous projects for their social value impacts and seeing what quantitative impacts were present in the outcome of these projects. By checking these indicators with the public and different new pilot projects. A basis is set to include social values on a similar level as the other values are placed. When applying the value wheel, a social expert needs to be part of the steering group to judge which indicators should be used for this project and what value should be acquainted to those indicators.

Social values decisions will then be based on both social value measures and prioritisation by a social value expert, who is supposed to be in close contact with public stakeholders. By experimenting with the value wheel on existing case, but also previous projects, more examples can be created on why and how the wheel should be used. By doing so, more officials will be enticed to use the social value wheel and implement it in their decision-making process. Resulting into a decision-making process where social values are applied within a similar way as the other values are.

The issues with this solution has been mentioned in numerous instances within this project, but in general does this solution not actually consider the true value considerations within the decision-making process. This is due to issues with contact with the public, the technical approach of the municipality, and compartmentalisation preventing room for actual social solutions.

The practical solution is less strictly tied to the idea of a social value model and focuses more on bringing officials closer to the context they are working with. Due to compartmentalisation, standardisation and technical models, officials have become increasingly focused on their targets and contexts, and have lost

track of the people they are working with and, more essential, the public they are working for. This makes that the main problem would be the growing distance between what is happening within the city itself, and what the officials see within their work.

To better include social value considerations of the public, this gap has to be overcome. Due to trust issues and a lack of thought-through participation, the relation between the public and the municipality has been decreasing, which has resulted in officials being unable to find representative groups of citizens in their efforts of contact with the public. Furthermore, officials who are not in close contact with citizens are not aware of the need for additional participation. It is considered a burden, and not a solution, which makes that within a busy schedule, little effort is made to improve on the situation. The interesting aspect is that this mostly involves officials within the offices, who are often in charge of the budgets and strategic decisions.

Officials within close contact with citizens face an opposite problem. They do experience the value considerations of the public, but find themselves unable to raise budgets and prioritisation of these issues. Bringing these groups of officials in closer contact could restore internal relations, which are negatively affected by compartmentalisation. Moreover, it could introduce actual value considerations into the organisation without additional contact with the public. By bringing officials with different targets in contact with each other and with officials who are aware of public considerations, the opportunity would also be created for actual debates between the different targets and requirements. This could create the opportunity for relocation of budgets and create space for social value considerations.

It does not mean that the public is neglected with this approach. It lowers the barrier for officials not willing to deal with participation due to its complexity. Examples, like the situation described by Rosenberg (2024), show that there still is a great need for an increase in public participation. However, first the situation must be created where public input can find its place within the municipality. Which is why the aspect of bringing officials together is that important. Communication is key. As experience shows, the main cause for mistrust is a lack of communication after initial contact or promises that are not held through. This goes for both officials working together as participation.

Which is why, before officials begin with participation, they have to be sure that the input has a place within the municipality. Otherwise, it will only result in false promises, which further destroy the relationship. To create that environment, the officials with the budgets must be confronted with the actual requirements and situation on the street. By bringing a part of reality back into the environment of technical numbers and targets, social values will be better included in the decision-making processes.

The claim is not made that both the theoretical and practical solutions cannot coexist. The important notion is that a theoretical model cannot be included, as long as there is no room for social values in the first place. Which means that within the organisation, budget constraints and a focus on hard technical targets must be overcome. With the place for a social value model, the value wheel could take that role, as long as the actual social value considerations are being included by officials when using the value wheel. Which would directly imply that the barriers preventing the detection of social value considerations must also be overcome.

6.2 Limitations

There have been several limitations within this project. The most general limitation is that only citizens and officials have been considered within this project. The total list of stakeholder is much larger, take companies, tourists, schools, and people who are just working within the city. They also have their considerations which can be relevant depending on the project, take the school located at the 'Driehoek-splein'. The choice to leave their considerations out was made, as the inhabitants form the largest group

of stakeholders and the officials are the ones having to execute the value considerations. However, for a total consideration of social values, these other stakeholders groups will also have to be included.

Another limitation is that not all relevant officials have been included within this project. The main reason was that when starting the project, very little was known about what official held which responsibilities. An attempt was made via the intranet and networks of other officials, but even during the final weeks of the project, new relevant officials were discovered. Take an official who had been doing research on value indicators for the municipality, or a team of officials working on the social return of people with a distance to the labour market. This makes that possible crucial insights have been missed.

What also did not help was the limited availability of officials. If a relevant official was identified, it often took weeks before the official could be interviewed. This made that the insights gained from such an interview could only be used later during the project, whereas on some occasions it would have been helpful to use it at an earlier stage. Furthermore, due to the limited availability, some interviews have not been held at all. Due to unforeseen appointments and other reasons, 3 planned interviews have not been held. This was also one of the reasons why not all relevant officials have been spoken to.

Another limiting factor has been that every official has only been spoken to once, this made that the changes of perspective only have been discussed with several officials. In an ideal scenario all the interviews would have been held, and with the conclusions, another round would have been initiated to check for those conclusions. Take the notions of leadership and standardisation, these were only mentioned in a later stage of the project. This makes that they have not been questioned to a lot of the other officials. Moreover, the conclusions on how the practical solutions could help the municipality in restoring relationships have barely been validated among officials.

Another limitation has been the possibilities of the value monitor as a tool for value identification. The model heavily depends on the "distributional values" put into the model. These values have not been adjusted for the context of a municipality. Moreover, there is no differentiation between positive and negative complaints. As the example complaints in appendix E.2 show, the database consisted of both positive and negative messages. This makes that a similar issue happens in the interviews themselves, where the most value notions does not have to mean that it is the most relevant social value.

The outcome of the complaint analysis can therefore only be considered an indicator of what matters to the people. It must also be mentioned that it is a spiked dataset as the people filing complaints will not be a true representation of the public as not everyone will file in a complaint. As the issue of writing social value descriptions by numbers became noticed during the thesis, the complaint analysis ended up being of little relevance. Individuals who want to work with the results have to consider these limitations. When publishing this thesis, a big remodelling project will have been finished where the value monitor can identify negative and positive connotations and is no longer bound to the predetermined "distributional values".

The main restriction on the complaint analysis, however, might be that it is exactly against the ideas that are presented in this thesis. As mentioned, it is about bringing in the reality, instead of working with data and numbers. Actual citizens have not been involved in the process of identifying social values. This was by design, as it would have taken too much time to also add a part on interviewing citizens. An effort was made to come close to the reality by putting additional attention to officials working in the districts, but it is not the same as the actual inclusion of citizens.

Another limitation has been that a lot of the conclusions were drawn on the perception of the researcher. Being part of the municipality had numerous benefits, but it also meant that many insights were gained outside the described methodologies. Just by being at the office or visiting local district offices has also

contributed a lot to the conclusions made during the project. However, these insights have not been noted down systematically. This makes that the project will be difficult to be reproduced.

6.3 Follow-up Research

With all the different themes identified during the project, the effects of an organisation and the complexity of the concept of social values have proven to be much broader than expected when setting up this project. Which is why several aspects and findings from this project have not received the attention regarding the impact on the decision-making process. Which is why several questions remain.

The first aspect is the difference in value perceptions of officials and those of the public. As mentioned before, the complaint analysis is not a real representation of the public opinion. However, the initial signals show that there is a significant difference in how the municipality perceives values and what the public desires. Which is why research on the actual value considerations of citizens, combined with a more in-depth understanding of why officials perceive values as they are, would be beneficial in understanding how these value perceptions can be brought together. Which can help the municipality with working on the right value perceptions and adds insights for literature on the difference between public values and their perceptions in the public sector.

In line with this topic, there is also an interest in how public values depend on different circumstances within the public. Think of location, ethnographic differences, but also to see how the values of citizens with the loudest voice do represent the values of the citizens who are difficult to reach. As the municipality works on various projects, it would be interesting for them to see what projects require additional attention because of the public not being represented within that project. It would also help with generating a more thorough understanding of the value considerations of the public in general, which this project also was not fully able to do.

Another interesting aspect is a deeper dive into why certain models have made it to the standards and regulations of the municipality and why others fail. Out of the considered models within this project. The 'Wijkprofiel' has been established, where the SDG-program has failed to reach that status. There are many differences between these models, but for some reason did one made it and the other not. Next to these models, many more have been attempted and either succeeded or failed. As mentioned, the municipality tends to stick tight with existing standards, which begs the question of how models have become standards. This could also help with future models trying to be established within the municipality.

Another assumption that has been made within this project is that the switch to the district offices has improved the contact between officials and the public. There has been research on the effects of working within direct contact with target audiences, and officials who took part in this research project showed signs that these effects held true. Actual research on the direct benefits of working within district offices is lacking, whilst it has been a big aspect of the practical solutions posed. It could also have an effect on how the municipality approaches the 'wijkhubs'. As they only have been introduced recently, there is still a debate within the municipality on the effectiveness of the 'wijkhubs'.

A broader thought is whether the context of the municipality is unique, or whether a similar project within another municipality or governmental body would come to a similar conclusion. The themes trust, participation, social values, compartmentalisation, leadership/standardisation and opportunity for models, all will play a role within similar organisations, but the implications of another organisation can be quite different as social values tend to be very dependent on the context they reside in.

That is also why the same research project but with other officials as source of information would likely also have different outcomes. The general way of working will be the same, but plenty of the conclusions

are based on the experiences of a limited number of officials, which means that the conclusions also have to be verified with a broader set of officials. The same could be said about including other groups of stakeholders within the process. As the implications of this project are quite broad, but only based on a very limited group of stakeholders.

The most relevant follow-up research would be testing the created hypotheses of the posed practical and theoretical solution by the municipality and officials. It is very likely that due to the limited number of officials who took part in this project, important details or assumptions have been overlooked. By presenting the solutions, these issues can be identified, and the solutions can be tested and altered.

In general, the hypotheses that resulted from the research project are as follows:

- Social indicators cannot represent value considerations accurate, without the individual working on the indicators being fully aware of how they were constructed.
- A value-based model will not be implemented within the municipality without examples on why the model is relevant, or becoming a mandatory aspect of a standard within the municipality.
- Periodically bringing officials from different departments and teams together will reduce the effects of compartmentalisation within the municipality.
- Bringing officials from the districts into the development phase of projects will increase the space for social value considerations.
- Forcing officials to be confronted with the actual situation and stakeholders will reduce the number of projects not being implemented at all.

6.4 Recommendations for the Municipality

In line with the future research, there are also practical recommendations for the municipality. These also originate from the findings of this project, but are mainly focussed on specific situations of the municipality itself.

The first implication is that the municipality should start experimenting with bringing together officials that work on the same projects and problems. Within the current system, there is little coworking on projects, which makes that different motives and targets do not match. Forcing officials to start working closely together on projects will likely enhance the understanding for other departments and teams. This could also create more space for other initiatives, like social values or the value wheel.

Similarly, there should be experiments with the inclusion of district workers and officials in the planning phase of projects. Setting up new ways of participation will be a bit slower as it considers additional protocols, but the inclusion of officials that work closely to citizens would be a good first step. These officials often have an expertise in the area the project is located in, which can help with the identification of critical issues.

Regarding better ways of participation, the municipality should consider bringing officials from different departments to the same participatory events. Currently, participation mostly consists of complaints which cannot be handled. By sending out officials from different departments will increase the chance of a complaint landing within the right department. It also creates space for conversations without specific aims, as was a common complaint of participatory events. As not all departments will have a target for the participatory event, more conversations could be set up on equal terms. A final benefit would be that, again, officials from different departments would be brought together.

Another recommendation would be to start working on the creation of additional value wheel example cases. Despite the claim that social value indicators do not show value considerations, does that not

mean that the value wheel is of no use. During the pilot case, the wheel showed that it was a useful indicator for the calculation of values besides the social ones, and that a detailed description of social values was not needed.

A final recommendation would be to reduce the focus on targets, standards, and regulations. The municipality has its key responsibilities, which have to be reached. In the current system, however, options are so limited that different targets have become very difficult to be brought together. This makes that projects can be upheld on little targets like the dedicated budget per square meter of greenery, whilst the main focus would have been an entire new project. The question must always remain, why is this target so relevant, and who are we actually doing it for.

6.5 The Internship

The internship has provided plenty of opportunities to have a look at the practical side of the discussion on social values. It allowed the project to dive deeper than just the publicly available documents. It mostly allowed for normal day-to-day conversations with officials from all sorts of departments, teams, functionalities, and interests. This helped to get a true understanding of what it takes for a development team to present their work within an organisation as complex as the Gemeente Rotterdam.

It is fascinating to see the different motives from up close and by being part of the organisation, the problems actually also become yours. It is why the pilot case could become part of this project. When you approach officials as an external researcher they will be doubtful of providing help, but once you show that you are part of the organisation they are a lot more open for a conversation or an interview. Especially if it concerns topics that they are frustrated with themselves.

Being originally from Rotterdam and taking residence there also really helped with the conversations. People from Rotterdam are usually proud and if their everyday job is taking care of the city, it helps if you understand their pride and have experienced the issues by hand. It also helped that this made it easy to go to the office every day and to have the conversations with the officials at their own local offices. This also helped with getting the conversations going.

Another aspect of the internship was that it allowed for the creation of a network within the municipality itself. When starting the project, almost no officials were known to be of interest for the project. By being able to attend several events, speaking with officials on a day-to-day basis and being able to quickly set up meetings allowed for a quick realisation of a proper network of officials. This made that most of the time of the project could be spent on having actual interviews and taking part in sessions on the development of the value wheel.

It is interesting to mention that this was not the case for the complaint datasets. It took well over a month to find the official who was responsible for the dataset. Various other data experts had to be consulted before, accidentally, the right complaint dashboard was found. Interesting though was that, with very little effort, full access was given to this dataset.

This experience is also typical of the way the intranet and the network in general of the municipality works. If you are there, and you need to find an official with a specific function, it is often straightforward. If you want to find an official with specific knowledge, it is nearly impossible to find that person.

This also became quite frustrating as even during the final week of this project, it became apparent that there is an official who has worked on an impact indicator program with an entire team. Which the value wheel development team was completely unaware of. This made that this official and their insights could not be added to the project, despite their relevance.

7 Conclusion

The initial aim of this thesis has been to discover how social values could be included within the decision-making process of the city management department of the municipality of Rotterdam. To answer this question, a literature review was conducted on social values and the possible measurement methodologies. This review showed that various measurement methodologies exist, but that they all require a set of social value indicators. As social values are very subjective and depend heavily on the context in which they are discussed, there was a need for a set of social values and indicators within the municipal context. Adding a complete set of social value indicators to the existing KPIs of the value wheel would allow for social values to be treated in the same way as other values are. Which is calculating the value output (also known as the impact), and determining whether the impact is worth the initial investment.

This review created five sub-questions: What are the social value experiences of officials and citizens? How are these values quantified? Can they fit the existing value wheel framework? and What barrier prevent the inclusion of a social value model? Thus, interviews and participatory sessions were initiated to create an understanding of the social value considerations of officials, and to discover what barriers exist within the municipality. The complaint database of the municipality was analysed by a text-mining tool to identify social value experiences of the public. For the value wheel specific, a pilot case on the value wheel was joined as participant, and the weekly sessions of the value wheel development team also became part of this project.

Coding the collected data resulted in the identification of eight different themes: Social value experiences of officials, social value experiences of the public, the value wheel, civil participation, trust, compartmentalisation, leadership, and standardisation. The themes were analysed for their relevance to the different research questions, and combined to provide an answer to the main research question.

Theoretically, it is possible to include social values through the value wheel framework. The social values, which were identified, can be quantified with social indicators, although it would be a costly process. In project sessions, like the pilot case, a social value expert of the municipality could identify the relevant indicators in the project, and like the other values, be quantified within the value wheel framework.

In practice, there would be more problems to overcome. In the first place, there is a big difference between social values experienced by officials and the public. Which makes that public involvement is required for the inclusion of social values. However, the low levels of trust among the public, in combination with poor execution of participation, have caused the relation with the public to be disrupted. This makes that the social value considerations of the public are difficult to obtain.

Other issues are that due to compartmentalisation and standardisation, there is little place for social value considerations within the organisation. Within the harsh targets from different teams and departments, there is little room for additional themes. Similarly, standards have little place for extra input. This makes that there is no need felt from officials on the deciding end to include the opinions of the public or officials working within the districts. Which causes a gap between the municipality and the actual considerations within the city, similar to the existing gap between social values of officials and the public.

To overcome this gap, officials must be brought into contact with the reality on the streets. This can be established through various methods, but important notions are that both the public has to be included within the projects, and the officials themselves have to be brought together. In the current situation, officials rarely work closely with other departments and teams, who work on the same project. This makes that there is little understanding of each other's motives, which causes competition instead of a focus on whom the project actually is created for. Furthermore, officials working within the districts

tend to have quite the understanding of social value experiences of the public, which increases their input indirectly.

A final obstacle is that creating the space for social value-based models and indirect input will not guarantee that the social values are actually considered within the decision-making process. The technical way of working of the municipality makes that when indicators are used, in general, the actual considerations behind the indicators will not be considered. The experience with targets and numbers causes officials to focus on increasing the numbers instead of the values that lie behind them. In the case of the municipality, quantifying social values into models, reduces the actual considerations of social values, as the thought exists that social values are now included, whilst in reality it is only indicators that are considered.

This might seem like a bit of a jump, but existing indicators at the municipality, like the number of complaints filed, have resulted in measures, which have lowered levels of trust. It makes that the actual considerations of the public will always have to be checked upon, and that just consulting officials within the districts will not be enough. Indicators are not a wrong measure, but without the actual value considerations behind them included in the process, the inclusion of social values will be reduced.

With the existing barriers, the introduction of the value wheel as a social value-based model will likely only decrease the inclusion of actual social value considerations of the public. Which is why the mentioned barriers must be overcome to create the place for social value considerations and possible models in the municipality.

As the implications of this thesis have not been tested with officials, the logical next step would be to return to the organisation and discuss the considerations with the relevant officials. The idea of bringing back reality into the offices is easier said than done, which means that methods should be tested within the municipality to introduce this measure. This project can be a start, but additional research has to be done to restate this balance.

Regarding social values themselves, there is a need for additional research on the relation between public values and the values perceived by officials working in the public sector. As the project shows, there is a big difference in how officials work with value concepts and what actual value considerations exist within the city of Rotterdam. The complaint analysis of this project, only was able to identify the general values experienced by citizens, but was unable to investigate the actual value considerations.

Regarding the municipality itself, steps should be undertaken to reduce the distance between officials and the actual situation on the streets. This could be by forcing officials from different departments and relations to the public into working closer together, but also by making efforts into better participation practices. The value wheel can become the tool for the inclusion of social value considerations, but only if the municipality itself can facilitate the actual considerations in the first place.

A Literature Review

A.1 Literature Review Strategy

To get an understanding of the existing knowledge gaps within the literature, a literature review was conducted. The choice was made to have a traditional literature review, as the idea was that most information on social value inclusion would lie within the organisation itself. A traditional literature review aims to identify what has already been accomplished within a certain domain, and prevents doing research that has already been done (Grant and Booth 2009).

The literature review itself was done entirely with the use of Google Scholar. The literature review started with the key search terms: "Social Value", "Definition" and "Social Impact" to review the different terminologies and to get an idea of the definitions the literature provides. In the second phase, "Measurement" and "Literature review" were added. As the aim of the search is to identify measurement methodologies, there is a strong tendency towards existing literature reviews comparing methodologies and case studies describing social values and their measurement. From these reviews, the most prominent ones can be taken for further review. Besides literature reviews, case studies were also insightful as they describe the use of social value measurement in similar contexts. Which is why the search term "City/Asset management" was used in combination with "Social Values" to discover similar cases, and "Literature review" was exchanged with "Case Study". With these case studies, social values from similar domains as municipalities could also be identified.

The selection of relevant papers was made by reading through the abstracts, conclusions and specific chapters with relevance to public work or social value identification. Additionally, within certain literature reviews on social value measurement, referred reviewed literature was used to identify relevant measurement methods. Next to the papers found in literature has there also been a review on the social value descriptions that already exist within the municipality itself or other Dutch governmental bodies. As there are no papers on social values within Dutch public work, this seemed like the best alternative. The papers for this part of the literature review were either provided by the development team or were taken from the intranet of the municipality of Rotterdam. This is also where the documents used to describe the value wheel (found in appendix B) originated from.

A.2 Social Indicators from Literature

In this section, the social indicators taken from six papers are shown in a table. The papers all had their view on social indicators and domains of operation. As the tables show, different levels of detail and quantifiable constructs were chosen as social indicators. The megacity indicators were developed by Kötter and Friesecke (2009), the corporate ones by Dočekalová et al. (2013), product development by Sandin et al. (2011), city indicators by Larimian and Sadeghi (2021), third sector by Simsa et al. (2015), and the urban area set by Shirazi and Keivani (2017).

Domain	Social Value	Social Indicator
Megacity		Population growth rate
Megacity		Population density
Megacity		Life expectancy rate
Megacity		Migration rate
Megacity		At risk of poverty rate
Megacity		Social polarization rate
Megacity		Inequality rate of income distribution
Megacity		Crime rate
Megacity		Dimension of housing shortages
Megacity		Unemployment rate
Megacity		Rate of people with unhealthy living conditions
Corporates	Relations Community	Number of complaints by the community
Corporates	Relations Community	Donations
Corporates	Equality	Discrimination rate
Corporates	Equality	Equal pay
Corporates	Education	Expenditure on education and training
Corporates	Collective	Percentage of employees covered by bargaining agreement
Corporates	Connection	Employee turnover
Corporates	Relations Community	Percentage of complaints relating to workplace relations
Corporates	Safety	Total injury rate
Corporates	Safety	Injury rate-fatalities
Corporates	Safety	Occupational diseases
Corporates	Safety	Absence rate
Corporates	Safety	Percentage of products assessed for health and safety
Corporates	Relations Community	Expenditure on ensuring customer satisfaction
Product Development	Safety & Health	Presence of formal policy on health and safety
Product Development	Health	Average number of lost workdays due to injury or illness
Product Development	Safety	Are escape routes clearly marked
Product Development	Connection	Percentage of workforce on permanent employment
Product Development	Development	Average number of employee training
Product Development	Benefits	Clear communication of working hours and overtime
Product Development	Human rights	Assessment of child labour reports by sector
Product Development	Security	Records on all workers stating names and ages are kept on file
Product Development	Freedom	Evidence of restriction to freedom of association and bargain
Product Development	Equality	Payment ratio top and bottom employees
Product Development	Benefits	Wages amount to at least living wage
Product Development	Equality	Equal pay men and women
Product Development	Benefits	List of description of social benefits
Product Development	Benefits	Percentage of permanent workers receiving paid time-off

Domain	Social Value	Social Indicators
Product Development	Benefits	Average length of paid vacation
Product Development	Security	Contracts stipulate wage, working time, etc.
Product Development	Security	All employees have the possibility to file complaints
Product Development	Security	The country of operation ratifies all ILO labour standards
Product Development	Human rights	Existence of media reports on human rights violations
Product Development	Community	Community spending and charitable contributions
Product Development	Community	Number of working hours per functional unit
Product Development	Community	Strength of public security in country of operation
Product Development	Human rights	Freedom of expression in country of operation
Product Development	Community	Relevant organizational information available to community
Product Development	Community	Number of complaints from local community
Product Development	Transparency	Presence of publicly available code of conducts
Product Development	Community	R&D costs as percentage of turnover
Product Development	Transparency	Identification of potential corruption in sector of operation
Product Development	Transparency	Presence of annual CSR and ESD reports
Product Development	Human rights	The company doing business that features a link to conflict
Product Development	Community	Presence of consumer feedback mechanisms
Product Development	Transparency	Clear information provided about end-of-life options
Product Development	Benefits	Extra product benefits that enhance customer well-being
Product Development	Fairness	Documentation to prevent anti-competitive behaviour
Product Development	Fairness	Are there any non-compliance with industry regulations
Product Development	Human rights	Presence of a code of conduct that protects human rights
City	Satisfaction	The neighbourhood is a good place in which to live
City	Satisfaction	The neighbourhood is a good place for children to grow up in
City	Satisfaction	The quality of life in this neighbourhood is high
City	Satisfaction	People are happy to say they live in this neighbourhood
City	Satisfaction	Living in this neighbourhood is good for my health
City	Connection	I miss the neighbourhood when I am away for too long
City	Connection	I feel like I belong to this neighbourhood
City	Connection	Living in this neighbourhood gives me a sense of community
City	Connection	I think of myself similar to the people in this neighbourhood
City	Connection	I am willing to remain resident of this neighbourhood
City	Safety	I feel safe when out and about in the neighbourhood during the day
City	Safety	I feel safe to walk alone in the neighbourhood after dark
City	Safety	I do not worry about crime in the neighbourhood
City	Safety	I am not aware of crimes committed in the neighbourhood
City	Accessibility	Access to essential facilities
City	Accessibility	Access to recreational facilities
City	Accessibility	Access to educational facilities

Domain	Social Value	Social Indicator
City	Accessibility	Access to transportation facilities
City	Social interactions	I know the first name of my next door neighbours
City	Social interactions	I am satisfied with the level of contact I have with my neighbours
City	Social interactions	I visit my neighbours in their homes
City	Social interactions	I believe my neighbours would help me in an emergency
City	Social interactions	I borrow things and exchange favours with my neighbours
City	Social interactions	I regularly stop and speak with people in my neighbourhood
City	Social interactions	The friendships I have with my neighbours mean a lot to me
City	Housing satisfaction	Housing in my neighbourhood is affordable
City	Housing satisfaction	I am satisfied with the size and condition of my house
City	Participation	I am willing to work together with others to improve my neighbourhood
City	Participation	I participate in activities in a social group in my neighbourhood
City	Participation	I have done some volunteer work in my neighbourhood
City	Participation	We have a strong and active community in our neighbourhood
City	Participation	I want to be a part of things going on in my neighbourhood
Third Sector	Education	Costs of workshops and trainings
Third Sector	Education	Costs of estimated loss of earnings by course participation
Third Sector	Education	Differences between income between lower and higher educated
Third Sector	Education	Costs of external experts
Third Sector	Education	Costs of knowledge transfer
Third Sector	Income	Wages
Third Sector	Income	Differences between wage and unemployment benefits
Third Sector	Self-fulfilment	Average donation per year
Third Sector	Relations Community	Approximate spending on social media in spare time
Third Sector	Relations Community	Membership fees for associations
Third Sector	Relations Community	Costs of communication efforts
Third Sector	Income	Cost of transport
Urban area	Equality	Quality of life for all segments of the population
Urban area	Equality	Fairness in distribution of opportunity
Urban area	Equality	Adequate provision of social services
Urban area	Equality	Gender equity
Urban area	Equality	Social justice
Urban area	Equality	Equity of access to key services
Urban area	Equality	Equity between generations
Urban area	Equality	Equal learning opportunities
Urban area	Equality	Equality in employment, education, health
Urban area	Equality	Proportionate social infrastructure
Urban area	Equality	Environmental equality
Urban area	Equality	Equality of rights

Domain	Social Value	Social Indicator
Urban area	Human rights	Effective appropriation of all human rights by all people
Urban area	Relations Community	Harmonious civil society
Urban area	Transparency	Political accountability and participation
Urban area	Human rights	Freedom and solidarity
Urban area	Equality	Emancipation
Urban area	Participation	Widespread political participation of citizens
Urban area	Community	A sense of community responsibility
Urban area	Community	Empowered community
Urban area	Transparency	Political advocacy
Urban area	Participation	Democratic civil society
Urban area	Participation	People-oriented governance
Urban area	Inclusion	Lack of spatial segregation
Urban area	Inclusion	Cohabitation of culturally and socially diverse groups
Urban area	Inclusion	Social integration
Urban area	Inclusion	Cultural diversity
Urban area	Inclusion	Effective cultural relations and protection of cultural values
Urban area	Relations Community	Viability of human interaction
Urban area	Relations Community	Viability of communication
Urban area	Relations Community	Viability of cultural development
Urban area	Relations Community	Social Cohesion
Urban area	Neighbourhood Satisfaction	Vitality and common sense of place among citizens
Urban area	Neighbourhood Satisfaction	A decent quality of life or livelihood for all the people
Urban area	Safety	Lack of violent intergroup conflict
Urban area	Safety	Chronic political stability
Urban area	Quality of life	Human dignity
Urban area	Quality of life	Happiness
Urban area	Quality of life	Health
Urban area	Quality of life	Individual and collective well-being

Table A.1: A list of social value indicators found in literature and the social values they represent combined with the context in which they are described.

Note that when checking the original papers, some indicators have been rewritten to fit the table. These indicators have been rewritten in a way to lose as little of their original meaning as possible. Furthermore, some social value classes have been added to structure the indicators similarly to how the papers intended.

B Value Wheel Framework of the Gemeente Rotterdam

As mentioned before, the value wheel was created with the idea to scope the total value contribution of city management. The development was done in combination with an external party specialised in asset management (Wijnia et al. 2023). By looking at various policy documents of the Gemeente Rotterdam, values were identified and mapped within the six-capital model, as described by Herath et al. (2021). Via sprints and case studies within the Gemeente values were either confirmed or changed and the value wheel was created. As of today, the value wheel consists of six capitals: Financial, Material, Human, Intellectual, Social, and Natural. Each of these capitals is then divided into three to four key values, with the key values having subcategories and then another layer of key performance indices (KPIs) (Gemeente Rotterdam 2022). These KPIs are equivalent to social value indicators in the sense that they present one of the key values in terms of quantifiable measures. Currently, over 200 KPIs exist within the value wheel, but it is not possible to share this list.

The complete value wheel is shown in figure B.1, and includes the additional layers of explanations of the core values and the targets that accompany them. An interesting aspect of these values is that they are mostly driven from a municipal perspective (Gemeente Rotterdam 2022). As an example, the value 'safety' is not about the feeling of safety by the civilians, but whether the public domain is considered safe by the municipality and its employees. This, whilst research has shown that the feeling of safety heavily contributes to outside participation (Lapham et al. 2016).

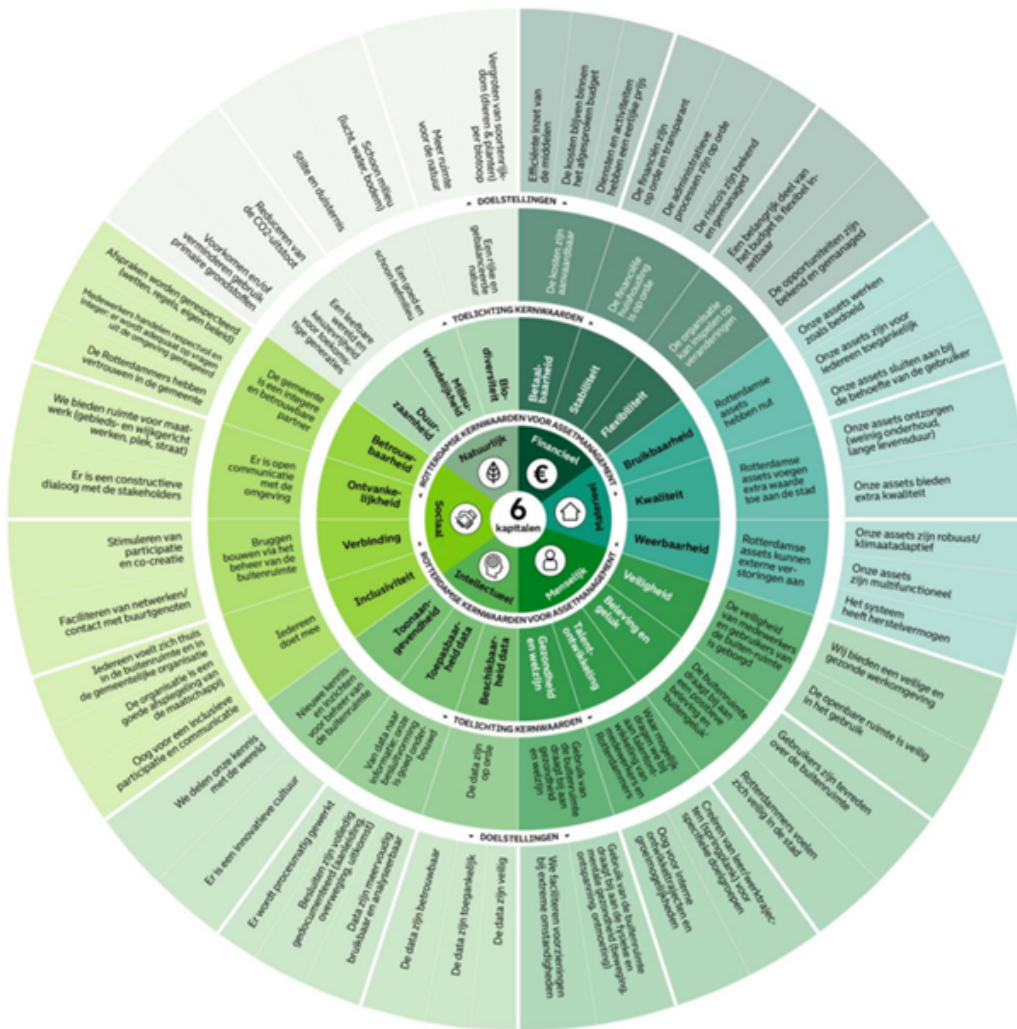


Figure B.1: The complete value wheel with (from inwards out) the six capitals, the core values, explanations of the core values, and the targets (Tender and Pipping 2023).

B.1 Use of the wheel

There already exists quite a clear method for implementing the value wheel (Tender and Pipping 2023). First, a problem is identified and judged for its risk and relevance. When found problematic via a bow-tie risk analysis, as shown in figure B.2, alternative solutions are developed by a steering committee with experts from different backgrounds. The most important solution is the "zero" alternative, as the other solutions will be compared to this one (Wijnia et al. 2023). In the third phase, the alternatives are scored based on the key values that are mentioned within the wheel. The actual scores are backed with a risk matrix that shows the level of risk when certain values reach a critical point, as shown in figure B.3. In the final phase, the projects that seem feasible are reassessed and proposed to the deciding party. This can also be the steering committee. It is not a necessity that the highest value solution will be picked as restrictions, mostly financial ones, cannot always outweigh the benefits.

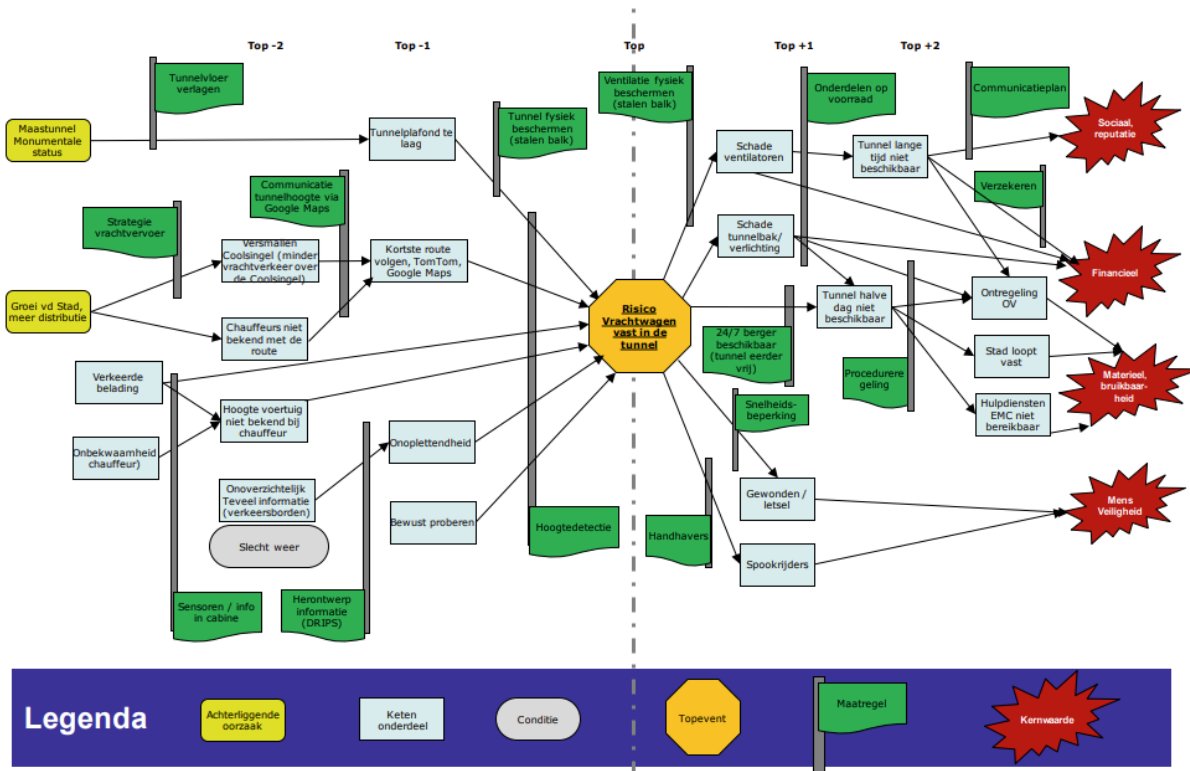


Figure B.2: The risk bow-tie as created during one of the existing cases where the value wheel was used (Tender and Pipping 2023).

Maatschappelijke waarde / categorie	Maatschappelijke waarde / categorie										Frequentie of kans van optreden								
	Financieel	Materieel	Intellektueel	Mens	Sociaal	Natuur	Naam	Zeer laag	Laag	Bepert	Aanzienlijk	Hoog	Zeer hoog						
Waardevol	Waardeverlies € schade onverwacht ongeplande uitval	# verlies volle gebruiksdagen Fundamentele (1, primaire (2), secundaire (3)) en tertiaire (4) assets (partele toelagen (delen fracties))	Conditiebreuk, volume aantasting (and, 1-4) = boting van het object (standaard, landmark, monument). Heting in condities van Zilveruit is onderdeel van condities	Verlies in verrijking data	Security inbreuk	Fysiek veiligheid of schiettoern met ernst letsel in leseaans (BF)	Zilveruit, verlies overlast (alle in dagen)	Complexe IT rechtszaken, boetes, scholingen gevogen naar ernst	Reputatie # nummer negatieve publiciteit gevogen naar ernst	Aangest oppavas in m2 Ernstig (ontrebaar). Matig aangest (regeneratie 0,3-3 jaar). L010 (regeneratie <0,3 j), kg dode biomass	Lucht ton CO2 eq (INDUCED CO2 200 eq, 1900/20 000 eq) Water m3 DWE, Land, kg overvul	Omschrijving Factuur	log niet voogetomen in sector	Wel eens gebourd in sector	Wel eens gebourd in organisatie	Jaarlijk	Maandelijk	Wekelijks	
Eenheid	€	st	cvp	st	st	st	st	st	st	st	Gemiddeld	1 keer per 1000 jaar	1 keer per 100 jaar	1 keer per 10 jaar	10 keer per jaar	100 keer per jaar			
Boven grens	10 000 000	10 000	2 000 000		10 000	10 000	10 000	10 000	10 000	10 000	35	<0,003	0,003-0,03	0,03-0,3	0,3-3	3-30	30-300		
Extreem	>10 M	>10k GDF >100k GDF >1 M GDF >10M GDF	>2M cvp >200 ha vervuld	Volledig archief op atraal (wikileaks)	Onherstelbare schade (stuurwiel)	Meerdere doden	>20k VZD >40k LVD >1M OTD >10M OLD	Stille curator, Strategiege verordening bestuurder	Internationale comorte langdurig geen bestuur	>10 ha E >100 ha M >1000 ha L >100 ton bio	>200 ton CO2 eq >1 M m3 DWE >400 ton vul	F	M	H	ZH	O	TOTAAL		
Ernstig	1M-10M	1k-10k GDF 10k-100k GDF 100k-1M GDF 1M-10M GDF	200k-2M cvp 20-200 ha vervuld	Bundel zeer ghetene schade systeem (stroomware)	Herstelbare schade systeem (stroomware)	Een dode, blijvend ernstig letsel, invaliditeit	2k-20k VZD 4k-40k LVD 100k-1M OTD 1M-10M OLD	Strafzaak bestuurder	Landelijke comorte, notie warruover/ postpatten gehe bestuur	1-10 ha E 10-100 ha M 100-1000 ha L 10-100 ton bio	20-200 ton CO2 eq 0,1-1 M m3 DWE 40-400 ton vul	E	L	M	H	ZH	O		
Behoortijk	100k-1000k	100-1k GDF 1k-10k GDF 10k-100k GDF 100k-1M GDF	20k-200k cvp 2-20 ha vervuld	Teegang tot root (geheim rechten in systeem), identity theft	Teegang tot root (geheim rechten in systeem), identity theft	Ernstig gewonde langdurig vermet, chronische notie	200-2000 VZD 400-4000 LVD 100k-1000 OTD 100k-1M OLD	Dwangbevel, boete 6e categorie	Regionale comorte, notie warruover/ postpatten enkele bestuurder	1000m2-1ha E 1-10 ha M 10-100 ha L 1-10 ton bio	2-20 ton CO2 eq 10-100 m3 DWE 4-40 ton vul	D	V	L	M	H	ZH	O	
Malg	10k-100k	10-100 GDF 100-1k GDF 1k-10k GDF	2k-20k cvp 0,2-2 ha vervuld	Teegang rechten i getrak-pot account	Teegang rechten i getrak-pot account	Originaal met waret (Clual line incident), berespazakite (RDR, Burn Out)	2k-20k VZD 4k-40k LVD 100k-1000 OTD 100k-1M OLD	Aanwinst boete 5e categorie	Lokale comorte vragen en notie warruover/ postpatten woordiging	100-1000 m2 E 0,1-1 ha M 1-10 ha L 0,1-1 ton bio	0,2-2 ton CO2 eq 1-10 m3 DWE 0,4-4 ton vul	C	V	V	L	M	H	ZH	O
Klein	1000-10k	1-10 GDF 10-100 GDF 100-1000 GDF	200-2k cvp 200-2000m2 vervuld	Vertrouwelijk stuk op straat	Vertrouwelijk stuk op straat	EHBO / bijna ongeval	2-20 VZD 4-40 LVD 100-1000 OTD 1000-10000 OLD	Waarschuwng/ onderzoek, boete 3e categorie	>10 klachten / interne comorte	10-100 m2 E 100-1000 m2 M 0,1-1 ha L 10-100 kg bio	20-200 ton CO2 eq 0,1-1 m3 DWE 40-400 kg vul	B	V	V	V	L	M	H	
Minimaal	<1000	<1 GDF <10 GDF <100 GDF <1000 GDF	<200 cvp <200 m2 vervuld	Stuk voor beperkte verspreeding op straat	Teegang tot ijk account	Gevaarlijke situatie	<2 VZD <4 LVD <100 OTD <1000 OLD	Boete 1e categorie	<10 externe klachten	<10m2 E <100 m2 M <1000 m2 L <10 kg bio	<20 ton CO2 eq <100 m3 DWE <40 kg vul	A	V	V	V	V	L	M	

Figure B.3: The risk matrix, which is used to estimate the risk attached to a project. This matrix is the result of the same project. The five circles are the different impacts that are identified during the sessions. The left matrix shows the level of effect of the different capitals. The right matrix shows the level of acceptance of the identified risk. The star shows the total sum of the identified risks (Tender and Pipping 2023).

C Organisation of the Gemeente Rotterdam

C.1 Organisation of the Gemeente Rotterdam

As the aim of the development team is for the value wheel to be implemented throughout the municipality, it is important to gain an understanding of the structure of the organisation. As mentioned before, the municipality is split up into different clusters. However, each of these clusters again is split into different sections. The organisational structure of the municipality is shown in appendix C.2. A small connotation is that this is the most recent updated one available, but it is missing some details. At first there has been an introduction of district councils. Within the municipality, a split is made into 39 different districts. Each having their district office (known as a 'wijkhub') and their own chosen representatives within a district council. The role of these district councils is similar to that of the city council in the sense that they will publish annual agreements on the tasks at hand which are for the municipality to perform.

The district split is also not shown by the figure. In 2014, the municipality changed their structure from a decentralised system into a central concern structure. With the central structure, more room for specialisation and commonality was given, which would lead to a more efficient organisation. However, after a few years of restructuring, it became apparent that direct connections with civilians were also lost with centralisation. Thus, a new program was initiated to regain the direct line and to become more flexible within the districts. As of today, the idea is that within the 'wijkhubs' officials from different clusters will be able to operate together as well as be responsive to interested or concerned civilians walking by. Meanwhile, specialists can operate to their extent within the central structure of the municipality.

The curious aspect of the organisation is that the main policymakers, the councillors, are not part of the organisation itself. The role of the municipality is to act upon the agreements made by the councillors. Of course, as mentioned before, there are also basic requirements like sewage maintenance etc., but in general, it is the national and councillor agreements that must be followed. The face of the city might be the mayor, but he is independent as well and is responsible for the safety of the civilians as the head of an independent but closely related safety council. The finances of the municipality and the well-being of the civilians are safeguarded by other external parties like the Rekenkamer and the Ombudsman.

To get an idea of the complexity of a single cluster, the City management cluster is taken as an example. Within the cluster there are five divisions: Services, Strategic advice; Clean and Circular; Surveillance, Enforcement, Parking, and Markets; and Public work. Within public work there are again 3 subdivisions: City management, Area management and Execution. Within city management there are again five more sub"sub"divisions out of which Asset management is one of them. To put things into perspective, a single team within Asset Management has developed the value wheel.

C.2 Organisational Chart

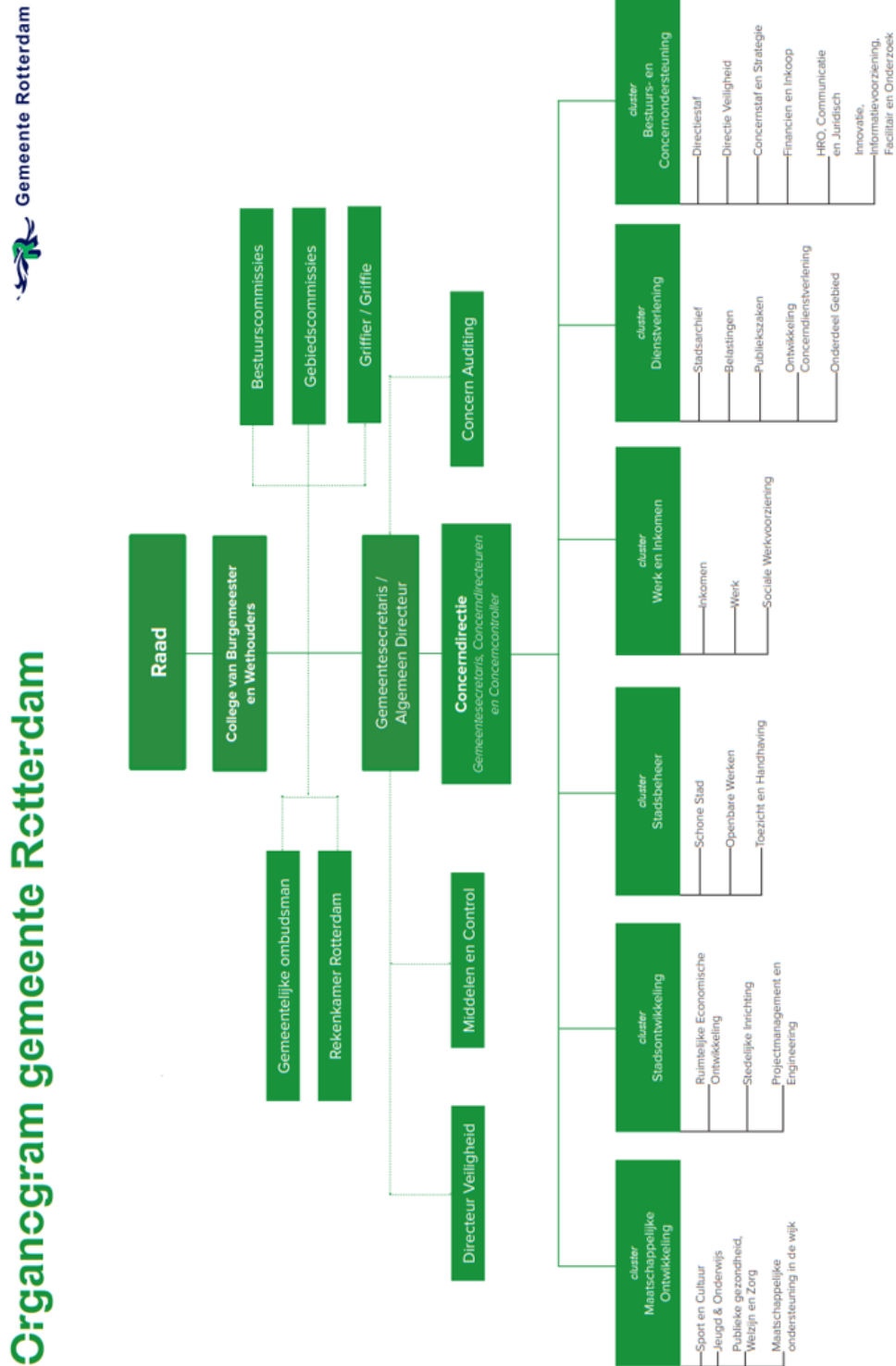


Figure C.1: Organisational Chart of the Gemeente Rotterdam, in the current situation there are also district councils added which consist of chosen civilians who represent their district and are independent of the municipality.

C.3 Asset management Gemeente Rotterdam

C.3.1 The assets















































	Beeldende kunst en monumenten		387 Kunstwerken		22 Monumenten		146 Bijzondere voorzieningen
	Bijzondere beheerlocaties		42 Archeologische monumenten		12 Begraafplaatsen en crematorium		7 Milieuparken
	Civiele kunstwerken		1.118 Bruggen, sluisen en vlieducten		30 Constructies Kades (km)		49 Onderdoorgangen en tunnel
	Groen		23.988.000 Oppervlakte groen (m ²)		162.586 Bomen		
	Handhaving en toezicht		501 Toezichtsposten		60 Wijsservicebalies (per jaar)		
	Inzamelmiddelen		6.607 Wijkcontainers		10.529 Prullenbakken		
	Wegen		25.100.000 Verhardingen (m ²)		4 Soorten wegmarkering (naar functie)		289.768 Straatmeubilair en borden
	Water en riolering		2.550 Riolering (km)		370 Parsleidingen (km)		1.110 Gemalen
	Wagenpark		4.475 Voertuigen in beheer				5.550 Watervoorzieningen
	Spelen		1.319 Ontmoetingsplekken		6.209 Toestellen		
	Parkeren		250.640 Parkeervoorzieningen (ook straatparkeren)		834 Parkeervoorzieningen (fiets)		
	Openbare verlichting		92.480 Lichtmasten		106.919 Lampen		2.173 Bewegwijzering
	Ondergrond		160 Ondergrond (km ²)		40.000 Kabels en leidingen (km) (ook van derden)		87 Overige voorzieningen

Figure C.2: Assets of the municipality of Rotterdam. Taken from Gemeente Rotterdam (2019).

C.3.2 Other relevant cases within asset management

During the project, two other projects of the municipality became a point of interest. At first, the Dakpark Rotterdam project (Rooftop park) was taken as an example case as it was one of the first projects with a key focus on civil participation, whilst it has had several issues when the project was delivered (Iersel 2013). When discussing the manner with one of the officials from the development team, it was stated that "the park cost roughly €30M and barely attracts the number we'd expected." Moreover, interviewee 18 proclaimed that "the park has been taken by the commercial instances".

The reason this project is interesting is that the planning of the project started in 1998 was delivered in 2013 and can be analysed today. The project has been a collaboration between the municipality, the commerce of the shops below the park, the contractors, and the public. As Iersel (2013) writes, was the biggest issue, the additional costs of 13 million to strengthen the roof for the park. More interestingly is that he mentions a quote from one of the constructors: "The inhabitants of the nearby neighbourhoods were often much more realistic in their choices than the municipality". Finally, he mentions that due to the issues during construction, the different stakeholders started pointing fingers to each other about the reasons why things were not working out as expected.

In another case study on the project¹⁴ performed within the municipality in 2016, it was mentioned that the biggest issues were that there was such little experience with participation that in many occasions it was not known by both the contractors as the participants which responsibilities were theirs. This resulted in a lack of willing contractors and an increase in costs of the project. Additionally, a lot of trust management had to be performed by the municipality, as there initially was little willingness between the different stakeholders to work together. Other insights were that only a few participants really took on the role of an active public, but that they were active during the entire project, including the planning phase. By giving the public ownership, they took it as their responsibility to care for the park.

Despite the negative connotations of the project is the park still a popular place for the public (Dil 2022). In addition, the park organises many events, and it is partially maintained by local volunteers (Dakpark Rotterdam 2022). The negative aspects beg the question if the total costs have been worth it. For further research, it would be an interesting case to run a value analysis with the value wheel on the Dakpark.

Another case that was related to this project has been the Driehoekplein project. Within this project, a former square covered in asphalt was transformed into a green playground, whilst trying to have as much participation as possible. The project was interesting as it was completed during this thesis and following it closely gave direct insights in public participation¹⁵.

Here, the main lessons were that public participation is something that has to be closely managed. Trust levels are low and during the intermission between the planning phase and the building period, no communication was given to the participants, which led to big concerns about the promises that were made. The project also showed that little alterations can mean a lot to those involved. Part of the square is a school, and some children had mentioned that various colours would overstimulate them. Which is why it was decided to keep the playground equipment in their uniform wooden state. A small detail that would not have gone noticed without participation and does not cost additional money.

Another interesting aspect is that the park gets a lot of attention from other countries (Resilient Rotterdam 2022), that the participants now take care of the park partially by themselves, but mostly that it is now a beneficial part of the city whilst it used to be an unsafe crime-related square (Algemeen Dagblad

¹⁴"Burgerparticipatie binnen het aanbestedingsbeleid van de Gemeente Rotterdam" (which is not publicly available)

¹⁵The source of this passage is an official whose identity can be requested by the responsible researcher.

2019). Other lessons were that the public is very open to hearing that things are simply not possible as long as they hear why things cannot be realised, that citizens have to be involved during the entire project and that such a transformation is possible. An analysis with the value wheel can help to calculate the total value impact of the project to validate the initial investment of a few million euros. With such validation, projects like these can be funded more easily by the municipality.

D Interview

D.1 The Interview

The design of the interview is as follows:

Phase 1: Introduction

- Explanation of what the research is about, my background and why I believe the participant is relevant
- Who are you, and what is your function within the municipality?
- Which colleagues do you normally work with (Colleagues in general, not specific names)
- Within your function, do you come into contact with civilians, and if so, in what way?

Phase 2: Social values

- What would you think social values are?
- (After showing them the four options from figure D.1) Which of the following groups of values describe social values in the best way?
- Have you had any experience with projects that included social values in any way?

Phase 3: The value wheel

- Are you familiar with the value wheel? (If not, the value wheel would be shown)
- Have you had any experience with other frameworks like the value wheel?
- In the case of implementing such a framework, who makes the executive decision to implement it?
- Where would you see an opportunity for applying social values in your work?

Closing

-Thank you for your time, when the research is finished, I will send you the report and an invitation for a presentation of my findings at the Gemeente. Also, if I have any quotes that I want to use for my report, I'll check it with you before handing in the report.

Whenever a new topic or idea was mentioned during the interview, the preset was abandoned to discuss that matter. In most cases, the preset of questions was continued, however in some cases the unexpected answers took the interview to a point where some questions were left out completely.

Betrouwbaarheid
Ontvankelijkheid
Verbinding
Inclusiviteit

Zelfredzaamheid
Samenredzaamheid
Participatie
Binding
Veiligheid

Veiligheid
Participatie
Verantwoordelijkheid
Gelijkheid

Gelijkheid
Participatie
Veiligheid
Verbondenheid
Inkomen

Figure D.1: Figure showing the social values mentioned by different frameworks as presented to the interviewees. The first group consisting of Trustworthiness, Receptiveness, Connection, Inclusion are the values from the value wheel. The second group Self-care, Care for each other, Participation, Bond, Safety is from the "Wijkprofiel". The bottom left group Safety, Participation, Responsibility, Equality is from the SDG's. The final group Equality, Participation, Safety, Connection, Income is a summary of the social values found within literature.

D.2 The consent forms

PLEASE TICK THE APPROPRIATE BOXES	Yes	No
A: GENERAL AGREEMENT – RESEARCH GOALS, PARTICIPANT TASKS AND VOLUNTARY PARTICIPATION		
1. I have read and understood the study information dated [DD/MM/YYYY], or it has been read to me. I have been able to ask questions about the study and my questions have been answered to my satisfaction.	<input type="checkbox"/>	<input type="checkbox"/>
2. I consent voluntarily to be a participant in this study and understand that I can refuse to answer questions and I can withdraw from the study at any time, without having to give a reason.	<input type="checkbox"/>	<input type="checkbox"/>
3. I understand that taking part in the study involves: my answers being noted down by the researcher.	<input type="checkbox"/>	<input type="checkbox"/>
4. I understand that the study will end in November 2024		
B: POTENTIAL RISKS OF PARTICIPATING (INCLUDING DATA PROTECTION)		
5. I understand that taking part in the study involves the following risk: leakage of personal information. I understand that these will be mitigated by anonymising all interviews	<input type="checkbox"/>	<input type="checkbox"/>
6. I understand that taking part in the study also involves collecting specific personally identifiable information (PII) like name and function and associated personally identifiable research data (PIRD) like the interview notes with the potential risk of my identity being revealed	<input type="checkbox"/>	<input type="checkbox"/>
7. I understand that personal information collected about me that can identify me, such as name and function will not be shared beyond the study team.	<input type="checkbox"/>	<input type="checkbox"/>
8. I understand that the (identifiable) personal data I provide will be destroyed after the project has ended	<input type="checkbox"/>	<input type="checkbox"/>
C: RESEARCH PUBLICATION, DISSEMINATION AND APPLICATION		
9. I understand that after the research study the notes I provide will be used for a research report and that it could be published within the Gemeente and the TUDelft	<input type="checkbox"/>	<input type="checkbox"/>
10. <i>If you want to use quotes in research outputs then add extra question:</i> I agree that my responses, views or other input can be quoted anonymously in research outputs	<input type="checkbox"/>	<input type="checkbox"/>
D: (LONGTERM) DATA STORAGE, ACCESS AND REUSE		
11. I give permission for the notes from the interview to be archived in the TUDelft repository so it can be used for future research and learning.	<input type="checkbox"/>	<input type="checkbox"/>
12. I understand that access to this repository is open to the public	<input type="checkbox"/>	<input type="checkbox"/>

Figure D.2: The consent form the participants of the interview had to fill in before starting the interview. The form was created in collaboration with a data steward from the TU Delft.

Signatures		
_____	_____	_____
Name of participant	Signature	Date
<p>I, as researcher, have accurately read out the information sheet to the potential participant and, to the best of my ability, ensured that the participant understands to what they are freely consenting.</p>		

Figure D.3: The second "page" of the consent form, where participants could sign their permission to use the interview as part of the research.

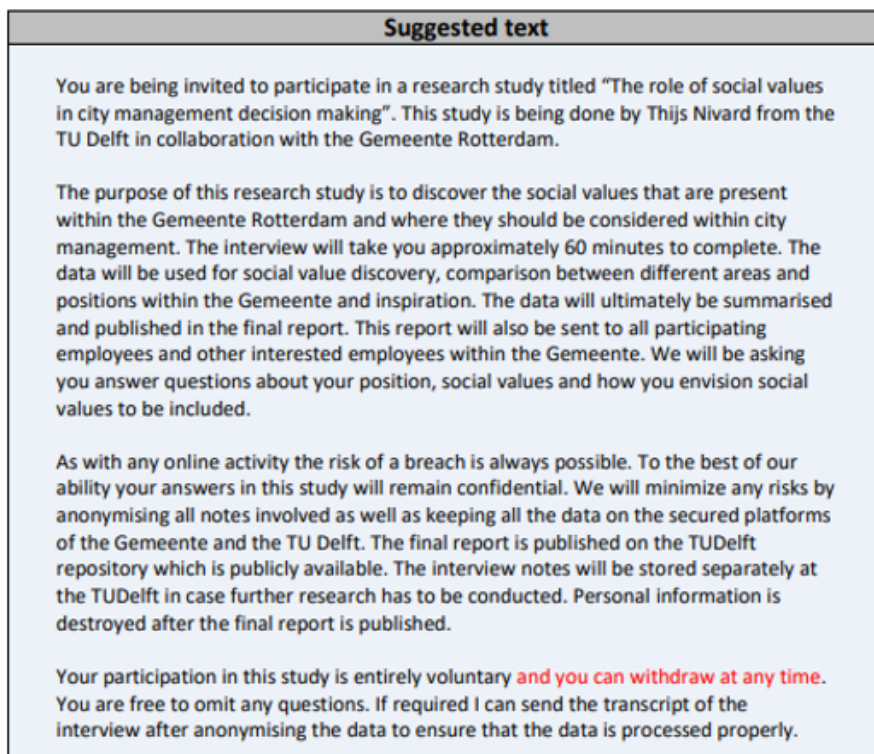


Figure D.4: As mentioned in the first check of the consent, this is the study information. Most participants were simply introduced to the content of this text when starting with the interview. Technically, this was the study information created in collaboration with the data steward.

D.3 The Interviews

Nr. 1

Project manager in city management. Eventually, most things start with the maintenance of sewage systems that allows for budgets to change other aspects of an area. The other projects are often part of some transition program. These transitions are often difficult to achieve in participation with the public, as many people think and want something about it. The basis of participation should be keeping them up to date, then thinking together, and maybe deciding together. However, communication is already difficult for the municipality. Also, strongly depends on the official, some want the input of citizens, where others simply execute a project.

Social values are added value, impact on society. In the slipstream other aspects can be considered than just financial motives, like how people live, state of mind, social cohesion, housing prices. From the frameworks there is not the best option, in essence they describe the same things. However, they are strongly depended on who reads them. Within our perspective, we often tend to do the right thing. Within the municipality, there is currently a strong focus on the social value of people with difficulties entering the labour market. Every business contract needs to spend a certain percentage on these people.

It is important to not create expectations with the public on things we cannot do. In an earlier project, there was a budget for participation, but before the end of the project that budget was cut. Years later, this still has an effect on the willingness to participate. It takes a year to build trust, but you lose it in 2 seconds.

Within other municipalities, there is a budget of 5% per project for additional initiatives, this could be on social initiatives. Impact or perception is very difficult to grasp. Overall, it is about the total

contribution that you make to a neighbourhood. However, within the municipality, there are often harsh targets that alone are almost impossible to reach. Moreover, the decision in projects often lies with those who have the budgets. This is also where the compartmentalisation of clusters shows. The value wheel would be a good measure to show the total impact of projects. Not to show individual goals. To put it simply, more budget and the right people are needed to start such initiatives

Nr. 2

Works within a "Wijkhub" as a link between the citizens and the municipality. People will often reach out via his/her network within the district. Officials mostly do it out of necessity. The network mostly originates from other colleagues and district boards (like a school board). This network covers a lot, but people with real issues are often still too far away.

Social values are meeting other people, living together with others, cohesion, but not really sure what social values are. From the frameworks, the "Wijkprofiel" is the best one, especially those about reliance. In everyday life, the main confrontation with values is led by the public space. Safety is easy as it is broadly shared within the municipality, but poverty is much more difficult as it depends on the district and not the entire municipality. However, there is little space for local input. The municipality is not designed for the fact that social values hold monetary value. This is also a consequence of the compartmentalisation of the clusters. It means that cross benefits are not seen nor shared.

Participation mainly occurs via walk-in-evenings or stands on the street. Small issues are difficult to attract people, but bigger problems tend to gain an audience. It is important people are involved before the actual project is developed. Now the people are often left with only two virtually identical (but bad) options, which does not feel like a healthy relationship. The main reason for this is that projects are strictly bound to the budgets assigned to greenery etc.

An interesting aspect is that a few years ago some research was done to see what issues matter to inhabitants of different neighbouring districts. The outcome was that these actually do differ.

An example of the benefits of including social values has been an earlier effort to generate money for community centres. From the network, it indicates that the people that cannot be reached now actually receive care from other citizens. This program has costed less than the care would cost if the municipality had to carry it out. It has also increased the resilience of the district for crises or other issues, as the people now have their own networks.

A big issue is that people don't trust the government. Where the government is both the state, the municipality as utilities. Mostly due to the child care scandal, but also the support for Israel in the current conflict. Moreover, the new heat pump policy which only makes energy more expensive makes that people don't trust the government. This makes it very difficult to start an actual conversation with citizens.

Nr. 3

Works as a link between the inhabitants of certain areas and the municipality. The network within city management is tight, which allows for quick acting. The new district approach works really well, but some districts simply feel no need to participate. Also, there is a difficulty in trying to reach everyone. Which is why it is good to have officials operating within districts to have someone to represent the municipality. It is essential to operate with citizens. Their own experiences with working with citizens and different clusters are good. Also, the new complaint method works well after some initial issues.

Social values are ways of dealing with citizens, respect, honesty, and trust. From the model, the values from the wheel are best, but there is not really a difference between them. Connection is critical, also

doing things together. As an organisation, we also need to be reliable and trustworthy.

Contact with other clusters is difficult within the municipality, mostly because the lines will become longer together with differences in interests. The further you are away from the people, the more difficult the contact becomes. It would be good if more officials would become aware of the experiences of citizens as well as experience them themselves. Go to the location your project is about. If you don't know how, contact one of the officials that works as a link between the people and the municipality. Sees that this narrative is becoming more broadly shared, but the idea of pursuing it differs. It cannot become a simple check from the check-off list.

Does not recognise the idea that there is a lack of leadership within the municipality, but also because they only work with the RSPW, which has enough structure. Opportunities lie within the competences of officials. Learn to operate with the perspective of the public and other officials in mind. Communicate at the level of the public. The citizen is not scary, but a partner that should be received openly. It remains a question whether officials can find each other. The intranet does not work as well as desired.

Nr. 4

Policy advisor within societal development. Works with external partners to improve the city. However, the question remains who you actually improve it for. However, even here it is all about the budgets, they decide, which is an issue as they are often linked to compartmentalisation.

Was closely involved with the aim of becoming a SDG-municipality. Turned out to be very difficult. You don't want to SDG-wash anything. The same issue could be with the value wheel. With participation, it also has become a bit of a chore due to its necessity. People need to see why things are required.

Social values are equal chances, inclusion, livelihood, health. Within the options, not a single one is good as they miss out on livelihood. Receptivity is a difficult concept. Safety is not a social value. Trustworthiness also difficult, trust in the municipality or trust in the citizen., in reality there is an issue on both ends. Also, no clear difference between human and social values of the wheel.

Sometimes comes into contact with citizens but with very different results, sometimes there is great input, but also plenty of complaints are mentioned by citizens. It takes a special type of official to be in contact with citizens, not everyone is interested in their input. They come with other ideas than required. In essence, officials but also other parties tend to be very good at operating from their expertise.

From SO there are five main targets where social impact is implicitly part of. For additional things, more budget is always required. There is no special budget for social, but there is for greenery, as an example. What is mostly required is for different clusters to talk within each other's terms. Currently, there is little opportunity for working together. A local approach seems to allow for this, as the clusters are forced to start working together.

Nr. 5

Works with a district council. The idea is that the district council checks for participation. They make annual action agreements, which the city council demands at least 80% to be completed. For some district councillors, it seems to be mostly a thing on the side, as they are only required to meet 2 times in a month.

Participation is often put at the side. As people have enough things on their mind. Outsourced parties can never do their work good enough due to their lack of resources, eventually, privatisation has cost the government much more than it has gained them.

Social values are willingness to help, respect, taking each other for who you are. From the frame-

works, the value wheel is best, even though they do not really define what social values are. Self-reliance should not be a value but a necessity.

Standardisation is an issue as it makes projects too complex, but it is understandable that the municipality wants to have themselves covered. Working with other clusters is very dependent on which official you work with.

Participation often only occurs after the plans have already been made. On the other hand, the planning of some projects occurs many years before starting the project. It is difficult to approach citizens about these issues if nothing will happen for many years afterwards. The experience is that a no is easily accepted within participation as long as it is clearly explained why there is a no.

To have a stronger notice on social values, it should be prioritised much more. This would probably require special officials with an expertise in social values. However, just having the conversations with citizens will already change a lot. As long as the feedback is good and in time. It is easy to stick to the numbers.

Nr. 6

Is a project lead in the public space and is responsible for one category of assets within a district. Has a step-by-step plan to follow when starting new projects. Within the process, there is a lot of contact with the different clusters. In the initial phase, there is contact with citizens and other local stakeholders, like schools and companies. Moreover, there are different teams, which will check on the upcoming project for their targets. Different methodologies for participation exist, but in general, these are written within the plan via participation plans.

Happy to see that social values have become a point on the agenda, as there currently is quite an issue in finding money for projects. Now there mainly is additional budget for greenery and special funds, but not always an incentive to look at social ventures.

From the municipality there are often clear targets, but they are often not entirely realistic. Take accessibility for all. Within the budgets, this is often only partly possible. Another issue is that after the planning phase, clusters will still come up with other additional targets. Also, it often happens that within the planning phase, the targets become so strict that there is little room for any changes left.

Social values are a difficult concept, but eventually comes to safety, doing things together, contributing to the neighbourhood and Accessibility. When showing the frameworks, the values from the wheel are the best. Especially because of the Inclusion aspect. The other models are okay, but the value wheel touches every work best.

Contact with citizens mostly happens via the network of colleagues. The issue with some citizens is that they have the idea that "The municipality will fix this anyway." However, this does not mean that the public can be ignored. The same goes for officials working within the districts. As there is a lot of expertise that goes missing when planning out targets and projects. This could be a task of asset managers, as it is difficult for officials to build a broad network within the municipality.

It is very realistic that not everything is possible, but that does not mean we should not look for what could be. That is also something that should be communicated to the public. However, there is no infinite time to investigate opportunities, as there are targets to be reached. A final notion is that when involving the public, public examples should be brought along to make social values understandable.

Nr. 7

Works as asset manager. Speaks a lot from the six capitals already. Has taken a great interest in the value wheel, but only out of their own interest. Has initiated more attention to biodiversity after sessions with the wheel and due to biodiversity workshops from the municipality. It is a current issue within the municipality whether there is too much freedom within the decision-making process of officials.

Has little direct contact with citizens, most contact is via complaints. Tries to go to the streets once every month, but it is difficult to organise such a thing with a team of officials. With all asset managers, there are two annual meetings where the targets of the total need for maintenance are set. That is where the targets originate from.

Social values are a place where people can meet, connection, safety, accessibility. Equality is not a good value, as we do differ from each other. Inclusion has the same issue, diversity and equal worthiness are better definitions. From the model is the value wheel the best, especially because the other three methods share political agendas which are forced upon officials. Participation is an example, as it is a current hype that now everybody has to be part of.

There is a certain form of arrogance from the municipality towards other cultures. The idea is that the Dutch standard is best. Opportunities lie with the values, but it is more an aspect of city development rather than city management. Within maintenance, the effects are only indirect.

The main opportunity for the value wheel lie with inspiring officials on their work. Not as necessity, but as realisation of what actually happens and as an opportunity to calculate the impact of new possibilities. It could also help for the clusters to speak in a better common language.

Nr. 8

Advisor on the well-being of the youth. As a municipality, we do not provide well-being care ourselves but spend it on organisations. For the youth, there are additional programs running. Within the day-to-day job there is a lot of contact with citizens, if you move somewhere you have to feed on what you're working with.

Social values are Districtvalues, what you think is important as a district, Respect, Autonomy, Equality does not capture everything, inclusion is a better concept. From the frameworks is the value wheel the best. If you capture those values, the others will follow. The most important aim is inclusion and combating poverty. We are not equal but have to get equal chances. Inclusion depends on who talks about it, but most people have become tired of the issue.

Has attempted to create a business case for youth work, but kept struggling with quantitative measures of social output. Which is a shame as we tend to forget the importance of a healthy youth. Also, the youth lacks trust within the government.

Integral work might be an aim within the municipality, in reality this barely happens. Which is the result of compartmentalisation of budgets and structure. Officials are defending their target too much. The issue of participation is that the targets are often strictly defined, which makes that there is no place left. As a municipality, we try to perform everything based on a well thought through basis, but most things happen arbitrarily. This makes that there is often little space for new thoughts and stakeholders.

In an ideal case would social values be made quantitative. Objectivity would be important, many thoughts are political or via a known network. However, for impact-driven work, some quantification is needed. Parents also lack trust, as do schools. It takes a lot of time to rebuild trust. only practical examples tend to work.

Nr. 9

Used to work for the city law enforcement department (public wardens), but is now working for the city maintenance department. Has seen the value wheel before, but thinks it is an issue that it has to be understandable for officials and that it is filled with political issues.

Within the project there is a lot of contact with citizens, also there is involvement of all the clusters. This works pretty well, as every official involved is glad that they are finally taking on this project.

As social values, there are Equality with a side note of the absence of arbitrariness and also treating different individuals differently. Other values are responsibility and transparency. There is not a favourite model, as they describe social values that do not really differ.

There has been a development where the human aspect has become more important within the municipality. We cannot forget our initial goals. Some things just have to happen, and we do not have the time to endlessly consider social values. Social values also depend on just logical thinking.

The experience is that it is difficult to truly understand what issues happen within society, how do I ensure that I am not fulfilling the desires of those citizens who yell the loudest? It is a current debate within city management about what the actual role of the municipality should be. A fear of going too far with public involvement. The core of the discussion is the distinction between individual and public needs. We cannot fulfil all individual desires.

As city management, there have been many years of initiatives like the value wheel. The real aim is to find out the true impact of the municipality. The important balance here is what is possible and what is required. It is difficult to describe who within the municipality would make such decisions. Who takes responsibility? A big issue is the quality of the decision-making within the municipality.

Nr. 10

Official with close contact with citizens. It starts with just reaching out to people within the districts, show yourself by going to the "wijkhubs". There is very little trust in the government. People have heard the rights words on many occasions, but rarely see the right execution. Communication here is key, but that is often not part of the targets, and thus receives no proper attention.

There is a big difference in the subjective and objective numbers. However, it should be made clear that numbers don't tell the whole story. Take the complaints, a lot of them often are not handled on time, which is why people stop filing complaints. This does not mean that the people have become more pleased with the municipality.

Social values are interhumanity, within the municipality itself, but also within society and between the municipality and the citizens. Social cohesion is important as it rises the resilience and feeling of safety. It is important that not everything is considered from a financial perspective. The issue is that we do not really know as a municipality how we improve cohesion, as we mostly have outsourced well-being and other social endeavours. Complaints may be undesired, but they should be a good source of inspiration.

Values from the value wheel are the best. Mostly due to inclusion and connection, we should operate without prejudice and with understanding. We should be receptive of what we get from the public, and we should be a trustworthy partner of the public. Terms and models are beautiful, but mostly worthless. It would be better to have actual knowledge on the social output of projects.

Officials are rarely aware of their privileges. Mostly operate from the bubble they reside in. We tend to have a difficulty with flexibility as an organisation. One size fits all solutions do not exist. Many officials

are also given far too much work, which makes it difficult to find time to explore these aspects. Another issue is the compartmentalisation of the municipality. Not enough ownership is taken when an issue arises, people would rather not take on the responsibility as they have enough to do, but also happens when the issue is passed on to the next official.

Nr. 11

Project manager that works on projects that revolve around voluntary work from citizens. Within this function, there is no contact with citizens. In principle, the municipality applies the rules and the people have to live with that. With the municipality, the experiences with working together are good.

Works closely with the RSPW (Rotterdam standard for project-based work), which is a manual on how to set up projects. It has become a standard within the municipality and contains all the required steps within a project. Interesting is that there is broad support for this way of working, but that is not completely used in the field. Independence and lack of obligations are an obstacle for the implementation of these programs.

Social values are Composition of a project team, involvement of people, appreciation of citizens. From the options is the SDG-related values the best. Own responsibility and accountability are important, as is equality, in the sense that people are treated equally. Inclusion is difficult, as the municipality already is very inclusive.

The possibilities of the value wheel could lie within the RSPW as it has a quality control aspect related to it. However, there is likely little time for people to spend time investigating it.

Nr. 12

Manager within city management, main issues are a lack of people and resources. An important question is who decides. Has little contact with councillors, but thinks that there is little consideration on what is and what is not possible. Often, officials will simply point at the city council.

Prefers having things made measurable, as it gives output to work with. Contact with citizens happens mostly by just being there on the streets. Trust is a case of what is unknown is undesired. Take people who write tickets, people dislike them but do know what they are doing and thus trust them. People also tend to see all instances as being the government.

Social values are difficult to think of, but Security. From the values, the SDG-values hold preference. However, thinks that self-reliance is also important. An interesting aspect is that in the experience with difficult issues on the street, a conversation is often not the solution. However, that is also due to the desired solutions simply not being possible due to a lack of people.

An issue is that the team is rarely considered in the initial phase of planning a project, but that it is them who have to execute it. Now the targets are often impossible. The issue is that things won't change unless somebody makes harsh decisions, but who is there to make actual decisions? There will always be people who want to have a saying or rules that must be attended.

An example is the mowing policy of the municipality, every piece of public grass gets mowed twice a year. In some instances, people want to have it mowed an additional time due to the usage or traffic safety. The general response of the municipality is that this is impossible because the systems cannot take that request, and that's it.

There is a big step to be made within the communication with citizens. Now, people often think that the municipality is doing nothing whilst officials take all sorts of measures. Another interesting question

is how to communicate successes throughout the organisation.

The strength of the value wheel is mostly within broadening the view of the values municipal work touches upon. Especially by discussing the values within different contexts. Has taken an interest in the value wheel out of the own initiative. The basis is even knowing who your colleagues are. There is too little vision on others. Also, an issue due to the compartmentalisation.

A final note is that people who have been part of the organisation often quickly think that new initiatives are the 'next big thing' which will probably over in a few years and thus refuse to put a lot of energy into these new initiatives. This makes it difficult to get new models started.

Nr. 13

Works with the ombudswoman. Have a strong preference for initiatives that touch upon all values. However, the most time is spent on bringing different people and budgets together. Due to bureaucracy, this has to be redone every year. Especially now that the focus is on budget cuts. Thus, less and less attention is spent on value creation and more on having to save expenses.

It would be beneficial to have financial output of social impact. However, it also causes that the wrong motives are chosen when you take social impact to be financially comparable. It is about helping people, not creating the largest financial gains. This is currently an issue with foundations.

Working together is a big issue due to different ways of working within the clusters. Regarding finances, everything should be brought together on one pile instead of each cluster having individual budgets. Now, often opposing motivations exist between clusters.

Social values are how we should live with each other, responsibility, care, receptivity, being a civil servant. From the frameworks, the value wheel seems best. Especially due to equality not existing and safety being very subjective. It should be about how we do our jobs.

The trust of citizens is extremely low. There should be an intrinsic value of taking care of citizens. The issue is that budget restraints have forced outsourced well-being care organisations to compete for the cheapest care packages instead of the best care packages.

We are an organisation that is built on keeping things as they are. People care too much for their own goals. Another issue is that there is way too little attention to the cultural differences within the city. An example is the child care scandal, which has impacted the city heavily. It is too much about thinking how we can do better instead of doing things better. This makes me cynical about just another report on social values.

Be responsible as an official, you represent an organisation that should be trusted by the public. Three types of officials, those who work for money, those with political ambitions, and those who actually do it for the people.

Nr. 14

Works within the Wij'k program, a program which has the aim of improving the way in which the municipality operates with and within the districts. Within these projects, there has been direct contact with citizens. Mostly via district and area "directors"¹⁶

Important social values are liveability, co-creation and participation. Is familiar with the value wheel and thinks the values from the wheel describe the public sphere nicely. Thinks that accessibility is mak-

¹⁶"Wijk- and Gebiedsregisseur" in Dutch

ing a rise in importance within the municipality. In the past, the main aim used to be safety and availability

It should be the aim of the municipality to follow whatever the citizens desire, as long as the council agreements are met. In general, you do what you are meant to do, in the sense that city management is tasked with the public space. An interesting aspect is that citizens often dream of the smallest things. Think of a bench or a clean street.

Regarding participation, it used to be about informing the public, now the focus is more on thinking with the people. Of course, laws are in place regarding biking lanes, for example. As long as it does not take too much away from the budget, there should always be space for (social) values. However, it is mostly about how to design things differently instead of ordering more stuff. We are not a webshop!

Within the respective frameworks, the value wheel works the best within the asset management as it describes its targets. The "Wijkprofiel" is also interesting, but it does not regard the needs of the public space, it is more about living with each other. From the value wheel, inclusion is difficult, as it is almost impossible to reach part of the public.

Regarding the future, there are different aspects. First, we simply do not know what in certain situations is the most effective method of participation. Second, we do simply just not have the experience of what works and what does not, but we fail to allow ourselves to show this vulnerability. It is important to realise that every district has their ways of working. A check on such a model would be good, but we cannot forget our main aim, doing the tasks we were hired for.

Nr. 15

Works within the WI department with a focus on the districts. Currently, there is a downward trend due to budget cuts. Which makes that people no longer want to try new things any more. Mostly connects people with each other within clusters and districts. Wishes to be in closer contact with the actual people, but has good contact with the officials who are. The job used to be very social through participation within markets, voluntary work and language progression. However, due to cuts, the main focus has become output.

Social values are Within a team: Safety and trust, for civilians Trust, Safety, Honesty, and Respect. From the frameworks is the literature option the best, despite them all being umbrella terms. Income does not say much, although within the domain it is important that everybody has their income. Participation is essential, but mostly in the sense that you can participate within a society.

The importance of working within districts is that your relationship with citizens is as equals. A city hall or big office is threatening to the people, instead of the local "Wijkhubs". Working with different clusters is still an issue, especially with upcoming cuts. Due to compartmentalisation do clusters not easily work together. Chances lie in working together within a district.

Four main issues within work with people with a distance to the labour market is Physical condition, Mental state, Language and Finances. Often, only targeting one of them does not solve the issues. However, it is very difficult to map all of them. Would love to spend more time on these social aspects, but simply lacks the time and money to do so. Also, strongly depends on the commitment of officials to take the extra step. Another issue is that when budgets are needed, a lot of time has to be invested in obtaining them.

Nr. 16

Is a director within the municipality. Is surprised by the distance between the people working within the city hall and reality. It should be the responsibility of directors and managers to be aware of the issues

that are at play within the public, be it via the eyes and ears of other officials.

Currently, participation is mostly about picking up what you already know, it is not about getting feedback or receiving new ideas. What is also remarking is that soft matters like participation are taken from a really technical angle. In a sense, participation is a failure of the system because we have failed to understand what matters on our own. When trying to quickly fall back to participation, it is often the people who scream the loudest and get the attention.

Social values are trustworthiness: what we want to show as an organisation. It is also where we miss out on the most within the current situation.

The current issue is also that there is a lack of good leadership within the municipality. People tend to hold too tightly to the rules. "The system does not allow it" is a common term of reasoning, but who is the system. It keeps itself running. We fear making mistakes as a municipality, which is why we tend not to speak up. The question is whether it is a bad thing that officials make their own decisions. If people act upon their interest and find themselves an opposing opinion, an issue should appear and that should be acted upon. Unfortunately, this does not happen in reality.

The biggest risk is trying to put up another model. A model itself will not fix anything, it is about changing the perspective of the official. The value model was initially stimulated by management to see whether it could benefit city management. With the initial promises, it was pushed forward.

Terms like budget cuts tend to close down all officials, which also drastically reduces the willingness to take on new models and initiatives.

Nr. 17

Interim manager within different departments. All clusters are different factories who each have their own way of working. Which, they each believe, is the best way to organise their work. This causes friction when trying to work together.

Social values as society is about what is the impact of what we do? and regarding official, to what extent are you socially committed? Within the physical domain, it is about aiming for participation within the set targets and reaching those who cannot be reached. It is about helping as many people, even if that asks of you to cross the lines. None of the value frameworks are the best, as they all consist of umbrella terms.

Sees a leading role for contact with citizens. Apart from requirements by law, should it be a necessity to have a conversation. Participation is a terrible word, it is more about having a discussion with the city. It is about testing ideas, creating support and seeing if there were things you missed. However, within projects often many deadlines, budgets, and desires exist. This while even internally there are struggles about projects, think of a car lane that could be a bus lane, 30 km lane, or no longer being available for cars.

Real representation of citizens is impossible, some people will never turn up. Most people will mainly talk out of their own interest. The most important question is how to measure the outcome in a sense that both the people as the municipality are in agreement with the results. The issue of the value wheel is that the values hold no meaning if you don't know what is behind them. Has seen plenty of ideas and frameworks passing by, but it is all about who executes them. There is a certain arrogance within the municipality that we know everything from data models. There is a big difference in theory and reality, take the RSPW as an example, it should be a checklist afterwards, instead of setting strict targets before even beginning a project. This would also allow more input at the start of a project.

Within participation, it is important to communicate who decides, what the input will be used for and what is actually possible. However, the issue is that the contact with the public is simply not professional. District councils tend to be digitally incapable and unorganised. The publications of the municipality itself lacks care. Difficult to tell what is possible, what is needed and also what we cannot do. You cannot expect every official to take part in participation.

Nr. 18

Works as a project manager and has experience with public participation. An issue that currently occurs is how do we maintain a project after it is completed? Contractors would rather not act as they do not see any haste, they already have their contracts with the municipality without deadlines. As these contracts stand for four years, there is no need for good performance.

Due to compartmentalisation, the lines have become endless. Quick fixes have become impossible because many people have to go over a decision before anything happens. With the last project, budgets only came together as external funds were sought as inventive project. With a budget for greenery, water and playgrounds combined with funding, the project could be started. Only after all the parties were brought together to discuss possibilities. Within the old system, officials would operate from partial municipalities¹⁷, which allowed for better networks within clusters and the districts. However, it also caused for these partial municipalities each doing their own thing, which caused a non-uniform outlay of the city. Now there is a sort of catalogue called Style of Rotterdam, but if there are no picnic benches included in the catalogue, they are simply out of the question.

Social values are essential within these projects. Safety, Clean, and Well maintained are mentioned. Also, Space and diversity are social values. There is no one size fits all solution. It is also important that everyone is being considered and can participate in meetings. The values of the wheel seem best, but inclusion is incomplete, diversity would be much better. Safety and participation are umbrella terms. Equality just does not exist.

Citizens want to have ownership on projects, but that space has to be given. We should not be afraid of different opinions, but by sharing the boundaries of a project we can show what is possible and what simply cannot be done. We should not have an opinion as a municipality, but simply follow orders from the public. Officials tend to work for the contract instead of the public. KPIs are for the accountants, but tend not to match with reality.

In their experience, it is often very productive to bring the people from different clusters together and bring them to the physical site of the project they are actually working on. It creates more ownership for the official. Officials are also frustrated themselves that they work almost against each other instead of next to each other.

Nr. 19

Has a speciality in participation. Works a lot with public services. Everything within the public space falls under the Dutch environment law¹⁸. These provide strict boundaries on what is needed to work in the public space. However, this law is pretty complex and has some discrepancies within its regulations. A main takeaway is that during a project, participation is required.

Civil participation normally goes via the district councils. They are supposed to check for participation within the district. An issue is that inclusion is a difficult aspect, as not everybody can be reached. People should be approached for participation as early as possible. This is difficult, as it normally is a

¹⁷Deelgemeenten

¹⁸Omgevingswet

task for city development rather than city management. It allows for input to be actually considered.

Social values are well-being for everyone, doing things against poverty, proper education, attractive neighbourhoods, health. The value wheel tends to have the best values. Especially as it touches upon the values themselves. Trustworthiness is essential as the municipality works on that. Participation is more of a means rather than a value.

The issue of measuring values based on numbers is that it often misses the entire goal of social values. The idea is that when numbers don't show direct progression, the wrong idea comes to mind that we are doing things wrong. Which demotivate us to take further action. Take the election numbers, people don't show up, and we take that as a loss in trust. It does not make sense to measure levels of trust only based on election show-up rates.

The workload within the municipality is very high. With growing demands and tasks, it only grows. People are willing to look at new concepts like the value wheel, but simply lack the time. As an example, people have attempted to make the municipality a so-called SDG municipality. Many initiatives were started, but without acceptance or help from others it did not happen. Even within the clusters, it is difficult to find people with time and interest. Let alone if someone needs help from other clusters with their ways of working.

There are some larger general programs within the municipality where the wheel could potentially fit. Within the clusters of city management and city development, there is a program that involves more participation in the districts. Another program is that there should be a bigger focus on participation earlier in projects. This is where the wheel could fit in. There is a desire to get additional feedback from citizens.

Nr. 20

Works on transitions within districts. Has control over dedicated money and time for projects. Has no contact with citizens, it should not be their problem how the money is spent. As long as we can clearly explain why we do the things we do.

As a municipality, we have to be aware of the things we do. However, we mostly base our decisions on technical aspects. Also, a lot of maintenance simply has to be provided. The question is how to involve the public to create support. We have to be aware to not create expectations we cannot fulfil. Participation is not working with, but mostly communicating clearly.

Social values are Trustworthiness, inclusion should not be needed, but is still important. From the frameworks, there is not one favourite. The main importance is simply to talk about these values. It would be nice to be confronted with the know how of whether the things we are currently doing are the right things. The wheel but also the thoughts from citizens could help here.

Strongly believes that when needed and agreed upon, there is always money available. As a municipality, we are often bound by law. We do spend the public's money. Money of sewage simply has to go to sewage. In an ideal case, there would be a separate budget for social impact.

The possibilities for the value wheel is to inspire, but also to trigger people. Whether that is the wheel or another framework does not really matter. The value wheel should not become mandatory because officials will then no longer use it. It is about causing a discussion. Important is that there are clear examples of the use and needs of a framework. The issue with technicians is that hard truths should exist. Which is why making social impact quantitative would definitely help to state its importance.

E Complaint Analysis

E.1 Dataset

The categories of the complaint database of the Gemeente Rotterdam are shown in the figure below. These categories were picked by the Gemeente Rotterdam itself, the codes were only made to make the tables from E.5 readable.

Table E.1: List of the civil complaint categories of the civil complaint dashboard by the Gemeente Rotterdam, for clarification the translations and code used in further analysis are also given.

Categorie Klantsignaal	Translation	Used code
Informatievoorziening	Access to information	Info
Burgerzaken	Civil cases	Bz
Financiële ondersteuning	Financial support	Fin
Afhandeling	Settlement	Af
Parkeren	Parking	Park
Opruimen, afval en onderhoud	Cleaning, rubbish and maintenance	OAO
Houding & Gedrag medewerker	Attitude & Behaviour employee	HG m
Processen	Processes	Proc
Veiligheid en omgeving	Safety and environment	VO
Kennis & Vaardigheden medewerker	Knowledge & Skill employee	KV m
Contact leggen met medewerker	Contact with employee	C m
Maatschappelijke ondersteuning	Societal support	MO
No topic found	No topic found	No
Werk	Work	Werk
Vervoer	Traffic	Ver
Wonen en ondernemen	Residence and Business	WO
Digitale mogelijkheden	Digital opportunities	DM
Zorg	Healthcare	Zorg
Algemene Ervaring	General Experience	AE
Fysieke Dienstverlening	Physical Services	FD
Prijs & Kwaliteit	Price & Quality	PK
Dagelijks leven en sociale gelegenheden	Daily and social life	DS
Bouwen en verbouwen	Construction and Renovation	BV

E.2 Complaints

A few examples of the complaints are given below to show what the value monitor was working with. Also, the PIIN anonymisation is represented in the complaints given. These complaints were taken out of the General Experience category.

Complaint

- [PII_NAME] geeft aan dat hij ratten heeft gezien in de tuin van de burens. En is bang dat de ratten ook naar burger zijn tuin komen.
- Belt nav beschikking [PII_DATE] & [PII_CAPITAL]. Wz was al eerder gebeld maar het [PII_LOCATION] was niet correct. Nieuw [PII_LOCATION] in [PII_NAME] opgevoerd.
- De zaak prima opgepakt. . . .###% en afgewerkt, kan niet beter.
- Goed georganiseerd
- Mevr. een klacht indienen tegen de vuilophalers [PII_NAME] de gft bakken. Mvr moet de halve [PII_LOCATION] lopen om haar gft bak te zoeken tussen de andere gft bakken en mevr is ook nog

slecht ter been. Graag bij het ledigen van de gft bakken, ze weer op de juiste [PII_LOCATION] te plaatsen zodat de burger niet de halve [PII_LOCATION] hoeft te lopen om de bakken te halen en te zoeken.

-Waarom moet ik een enquête invullen, wanneer ambtenaren gewoon doen wat ze moeten doen?

[PII_CAPITAL] bene: wanneer ik die niet invul, krijg ik een herinnering!!!!!!!

-Zoekt [PII_LOCATION] met [PII_NAME] [PII_NAME] inzake [PII_LOCATION] [PII_CAPITAL] Parkeren. [PII_NAME] daarover reeds mailcontact gehad.

As one can see, there is a difference in the way the complaints are written down. This is because some complaints were directly taken from their online submissions. Whilst others had to be noted down after a phone call or other offline submission. The fourth complaint is also common, where there is just noting more than a level of satisfaction. These are the least useful for the monitor. A final note is that all numbers are replaced by #'s.

E.3 The values from the Analysis

Value Descriptions of the value monitor, they are in Dutch as the complaint database was also in Dutch. The values looked for within the model were: Anonimiteit (Anonymity), Autonomie (Autonomy), Beschikbaarheid (Availability), Betaalbaarheid (Affordability), Betrouwbaarheid (Trustworthiness), Burgerparticipatie (Civil Participation), Democratie (Democracy), Duurzaamheid (Sustainability), Eerlijkheid (Honesty), Esthetiek (Aesthetics), Gelijkheid (Equality), Inclusiviteit (Inclusion), Informatietoegang (Access to Information), Integriteit (Integrity), Kosteneffectiviteit (Cost effectiveness), Milieu (Environment), Privacy (Privacy), Rechtvaardigheid (Security), Solidariteit (Solidarity), Stabiliteit (Stability), Transparantie (Transparency), Veiligheid (Safety), Verantwoordelijkheid (Responsibility), Vertouwen (Trust), Vrijheid (Freedom), Welzijn (Well-being), Zekerheid (Security).

The definition of security is "protection against intentional harm" and zekerheid had no definition from the model, but the anchor terms have more to do with being guaranteed to receive protection. There is little difference between them, and it will be likely that some cross-over will happen will value identification.

E.4 The value monitor

Below, the basic python script is shown which allowed for the original complaint datasets to become complicit for the value monitor. The script does nothing more than add a date if not defined in the dataset. This could have also been done by hand, but this could be repeated more easily for all the subsets.

```

  ✓ Excel to CSV
  ✓ [37] import pandas as pd
  ✓ [84] df = pd.read_excel("Zorg_Kla_B1.xlsx")
  ✓ [85] if "date" not in df:
  0s         df["date"] = 2024
  ✓ [86] df.to_csv("Zorg_Kla_B1.csv", index=False)
  0s
```

Figure E.1: The script to change the datasets (Here Zorg_Kla_1B.xlsx) into complicit CSV-files.

E.5 The Results

Here the outcome of all the individual datasets is shown. As mentioned, the value monitor only allowed roughly 20,000 complaints to be analysed at the same moment. Hence, why some datasets from the complaint categories from figure E.1 had to be split up into separate datasets. Informatievoorziening, for example, consisted of almost 60,000 complaints. Whenever a set of complaints was split for the analysis, the complaints were ranked alphabetically and then split up in equal parts. The gaps in the tables are intentionally left blank, as it is not known whether these are zero or have a small count. The value monitor only shows the 15 most common values, which means that the blanks have a number between zero and the lowest value count within the assigned category.

Table E.2: The value counts of the value monitor per data set analysed, note that the blanks could take any value from zero to the lowest value in that column. As the value monitor only showed the 15 most prevalent values, the exact counts of the other values are unknown.

Categorie	Info1	Info2	Info3	Bz1	Bz2	FinO	Af1	Af2	Park
Informatietoegang	1155	1300	1118	618	796	972	310	240	485
Gelijkheid	73	94	91	225	336	120	830	443	140
Duurzaamheid	67	85	109	103	145	116	87	63	102
Beschikbaarheid	95	71	79	191	237	62	138	116	120
Veiligheid	78	79	55	32	78	31	61	53	177
Transparantie	181	307	206	93	108	166	48	41	110
Security	18	31	18	52	77	15	34	22	104
Zekerheid	43	45	36	33	47	30	34	26	36
Rechtvaardigheid	15	30	6	56	163	9	20	10	75
Anonimiteit	11	21	10	21	37		17	13	133
Betrouwbaarheid	24	23	17	14	20	9	17	23	33
Privacy	38	39	37	42	63	19	13	11	10
Esthetiek		10	4	30	30			11	9
Verantwoordelijkheid	10	12	9	7	15	21	12		9
Milieu		13		10	12	14	9	9	16
Welzijn			5				5		
Autonomie	8					8			
Integriteit						8		7	
Solidariteit									
Inclusiviteit									
Eerlijkheid	13								
Vrijheid									
Betaalbaarheid									
Burgerparticipatie									
Democratie									
Kosteneffectiviteit									
Stabiliteit									
Vertrouwen									

Categorie	OA0	HG m	Proc	VO	KV m	C m	MO	No	Werk
Informatietoegang	360	305	281	250	306	262	240	154	267
Gelijkheid	101	200	114	78	113	97	51		30
Duurzaamheid	276	96	91	103	56	37	20	41	8
Beschikbaarheid	50	85	262	38	49	162	40	66	35
Veiligheid	238	45	54	383	57	36	13	9	14
Transparantie	46	45	40	26	40	38	57	6	26
Security	81	139	35	113	28	11	15	12	5
Zekerheid	36	150	26	258	26	28	9		20
Rechtvaardigheid	26	45	27	72	78			82	8
Anonimiteit	24	25	26	50	23	7		11	
Betrouwbaarheid	68	30	13	25	37	20	16	13	3
Privacy	20		12	45	15	5	2	5	3
Esthetiek	47	46	11	87	10	4	1	12	
Verantwoordelijkheid	23	15	14	31	20	7	7		9
Milieu	77		9			12		10	
Welzijn		22		24			6	4	8
Autonomie					6	3			
Integriteit							3		4
Solidariteit		12						4	
Inclusiviteit								5	
Eerlijkheid									
Vrijheid									3
Betaalbaarheid									
Burgerparticipatie									
Democratie									
Kosteneffectiviteit									
Stabiliteit									
Vertrouwen									

Categorie	Ver	WO	DM	Zorg	AE	FD	PK	DS	BV
Informatietoegang	242	438	258	129	25	153	141	96	80
Gelijkheid	45	61	39	11		204	26	20	4
Duurzaamheid	142	29	98	6	5	364	46	43	4
Beschikbaarheid	52	40	72	22	17	101	19	9	8
Veiligheid	161	20	19	16	25	38	24	122	43
Transparantie	35	77	26	8		18	24	12	11
Security	50	15	8	4	5	319	7	12	3
Zekerheid	6	13	9	12	3	154	9	11	7
Rechtvaardigheid	30	143	31	2	21	9		6	
Anonimiteit	14	28	7		6	49	4	10	1
Betrouwbaarheid	64	10	3	4	10	8	10		11
Privacy	7	13	10	6	2	9	6	11	2
Esthetiek	10	5			6	15		8	12
Verantwoordelijkheid	11	9	5	3	1	3	7	10	1
Milieu	15	10	4		1	2	11	6	3
Welzijn				5					1
Autonomie							3		
Integriteit				2	1				
Solidariteit					1		3		
Inclusiviteit			5	1				6	
Eerlijkheid									
Vrijheid									
Betaalbaarheid									
Burgerparticipatie									
Democratie									
Kosteneffectiviteit									
Stabiliteit									
Vertrouwen									

E.5.1 Analysis outcome examples

In the figures below, the example of a value monitor output are shown. The monitor would give the exact counts when hovering over one of the pillars. The first two figures show the counts of values of the processes dataset and the topic map of the value 'access to information'. The other two images show the value counts of the parking dataset and the topic map of the value 'safety'.

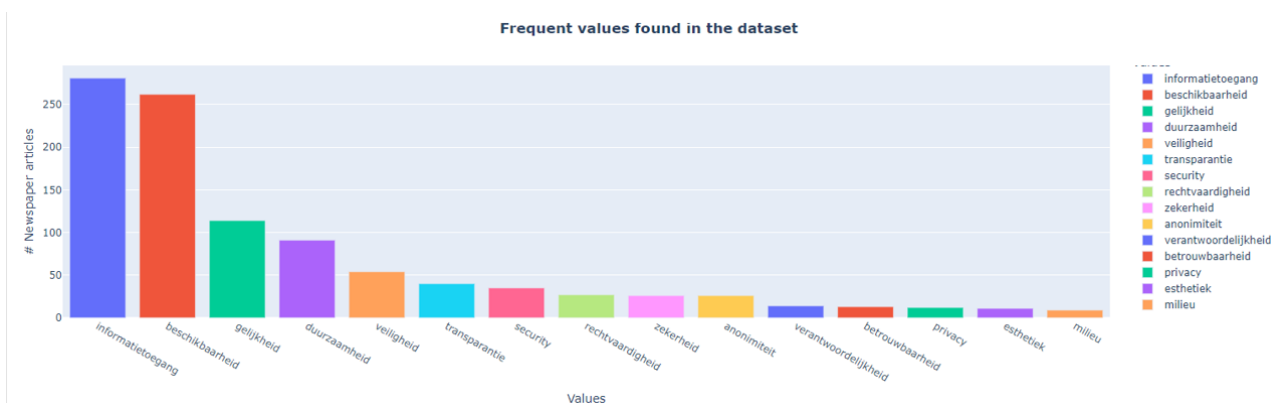


Figure E.2: The result from the value monitor analysis on the processes dataset.

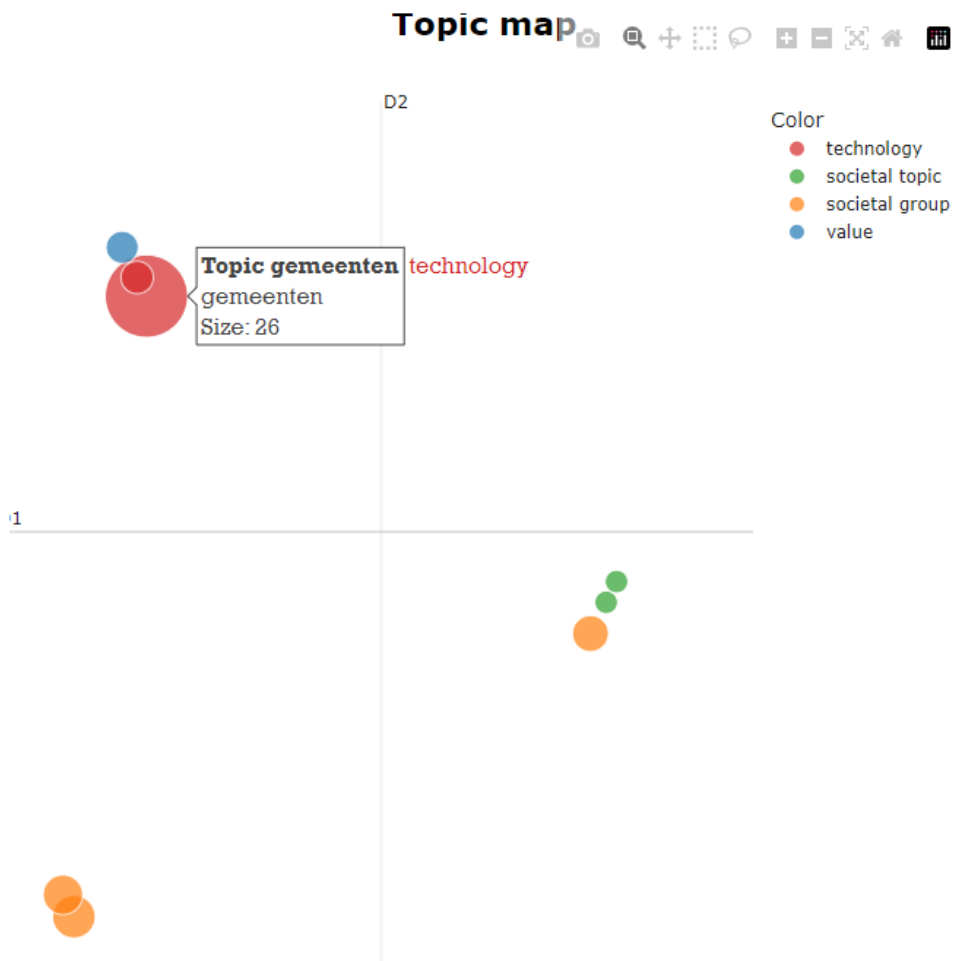


Figure E.3: The topic map of the value Informatietoegang from the analysis on the processes dataset.

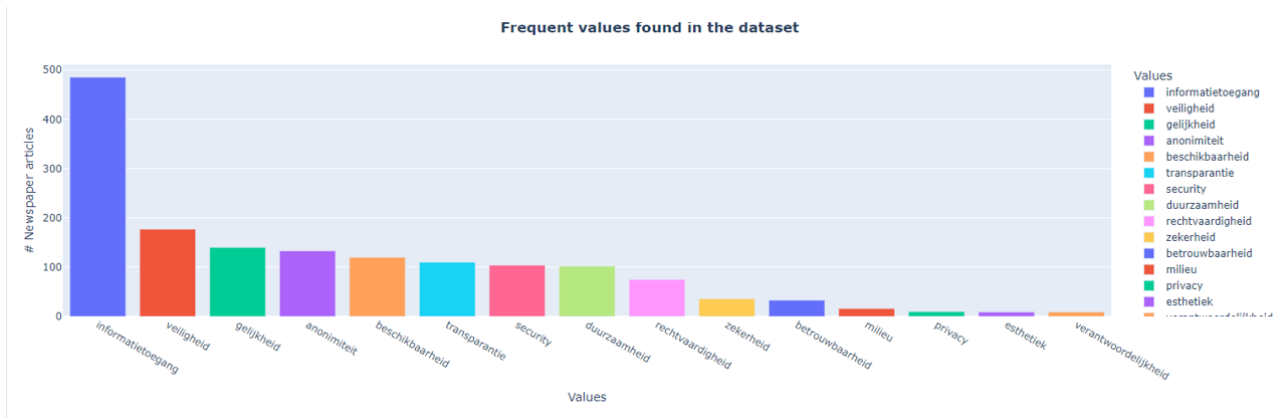


Figure E.4: The result from the value monitor analysis on the parking dataset.

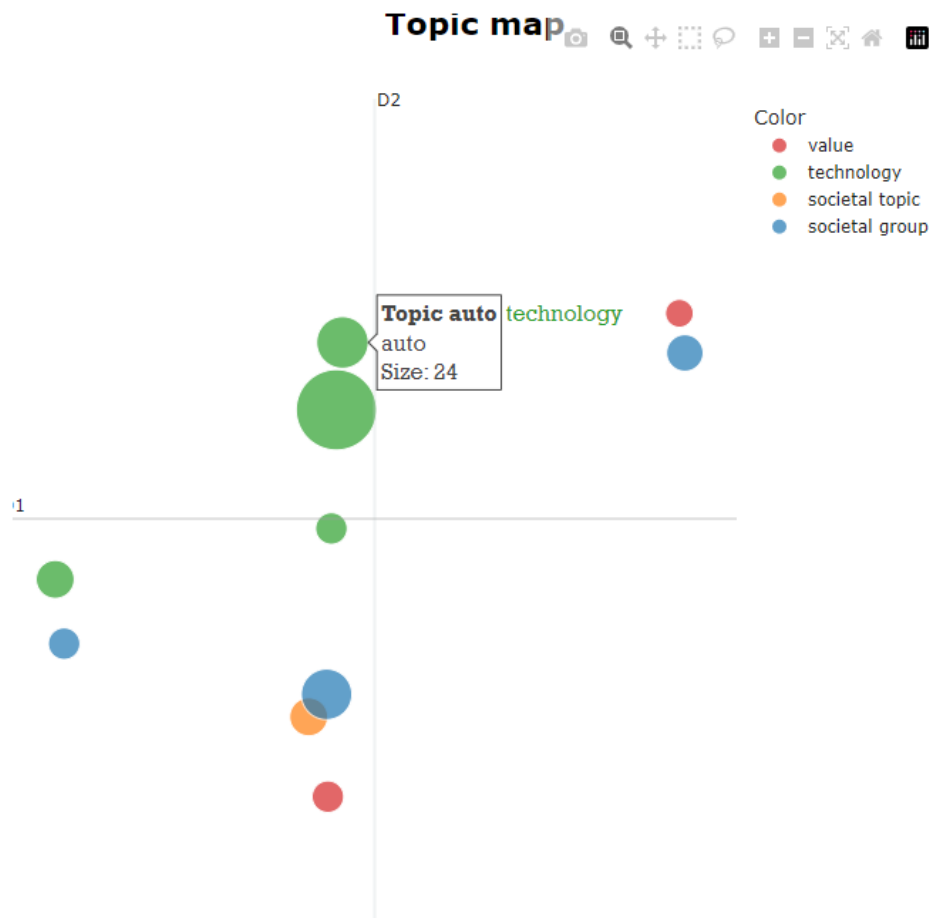


Figure E.5: The topic map of the value Veiligheid from the analysis on the parking dataset.

F Thematic Analyses of Additional Themes

As mentioned before, there have also been a few smaller themes that influence the way social values are approached as a municipality. These themes are shared through the entire organisation, but their role is small within the entire process

F.1 Budget cuts

As is often the case within governmental bodies, they are faced with budget cuts. The exact details cannot be shared, but that they are significant is mentioned in the news (Liukku 2024). Also, with the new cabinet of the Netherlands, additional budget cuts are already warned for (ANP 2024). The result of these cuts is that the focus now is less on 'softer' matter like participation and value creation, and more on targets and cheaper options (nr.13 and 15).

Another effect is that people start pulling things towards themselves more (nr.15 and 16). In the sense that they want to be the ones being successful and stop sharing their issues. This makes that it will be difficult to validate the additional spending on social values, which tend to have their effects spread over a longer period. Think of the effect of improvement of education at the start of the project. The most value contribution is over the lifetime of those taking the education, but the investment is directly in effect.

The other issue results in troubles with officials working together on projects. As mentioned before, the compartmentalisation of both departments as budgets is a big obstacle in social value measures, which makes that it only becomes more difficult to convince officials to allow for targets and budgets to be spread over other effects than just their own.

Another interesting remark is that budget restrictions also influence the partners of the municipality. A lot of the well-being initiatives of the municipality are outsourced to other organisations. However, as the budget cuts will also force them to a more competitive angle, it shuts down collaborations with local initiatives and other well-being institutes. In a same way as cuts affect the municipality, targets and budget restrictions become priority number one, instead of the social measures like actual care (nr.13).

F.2 Lack of cultural knowledge

It was already slightly mentioned before in the context of officials tending to be unaware of their position regarding the public. However, that was mostly on officials not realising that they have a job, speak the language and know about the motives. An aspect that initially flew under the radar is the lack of attention to cultural differences within the municipality.

According to Cushman & Wakefield (2024), Rotterdam has roughly 170 nationalities within the city, and the way the municipality operates is almost solely focused on the Dutch culture. Of course, this is mostly political, but it causes issues within the municipality. As an official mentioned during a meeting, as well as nr.13 has it contributed a lot to the Dutch child care scandal, where Rotterdam has been the most impacted area of the Netherlands.

But it is also why many issues are misunderstood. Take as an example that there are many youngsters with a different cultural background hanging out on the streets at night within the city centre. Normally, they will hang about with their cars and be looked upon as a nuisance or maybe criminality. From their perspective, they have nowhere else to go. In general, they live in social rent flats with a large family and no private room. Which is why (according to official nr.2) they have to go out, their car is their private space. Which is the same thing as 'Dutch' youth would do if they would retreat to their bedrooms. They are not considered a nuisance as they do have their space, but it is not in the public space.

There are many more examples, but it mostly shows that despite the city consisting of this many cultures, the vision is still mostly on the Dutch culture. This is also why the value of inclusion and equality have so many different feelings attached to them. "There is a certain arrogance from the municipality towards other cultures." (nr.7). This makes that social values might not be considered to their full extent, but only from a singular perspective.

F.3 Politics

It has not been a focus of this project, but the municipality cannot be seen apart from local and national politics. The municipality is obligated to execute the coalition and council agreements, despite officials within the municipality disagreeing with the ideas of politicians. This feeling is also combined with officials feeling demotivated by the continuous change of policies every two years (local and national elections each are held every four years). As mentioned before, regardless of a policy showing little promise, whenever a politician or councillor pulls through, the policy has to be put out. This makes that officials during the meetings and interviews occasionally mentioned that they felt like it was of little use to try, and strive for a policy change. Think of district workers not trying too hard on creating networks and setting out tasks, as within a few years the 'wijkhubs' could be gone again.

This also has implications for new policies like the value wheel. If the councillor favours a value-based model, it is much more likely that it will stand a chance within the municipality. Depending on the previous councillors, the development team received different levels of support. Regarding the inclusion of social values in general, the political impact is limited, as social values will have to be included into the decision-making process. Furthermore, the question will always remain how to deal with that in a better way. The main influence of politics would be what social values would be prioritised within the decision-making process. Take a council that embraces safety as one of their main targets. In that case, it is very likely that more attention is spent on safety considerations.

References

- Akcomak, S (2009). "The impact of social capital on economic and social outcomes". PhD thesis. Maastricht University.
- Algemeen Dagblad (2019). *Beroving met vuurwapen aan het Driehoeksplein*. URL: <https://www.ad.nl/rotterdam/beroving-met-vuurwapen-aan-het-driehoeksplein>.
- Alomoto, William, Angels Niñerola, and Laia Pié (2022). "Social impact assessment: a systematic review of literature". In: *Social Indicators Research* 161.1, pp. 225–250.
- ANP (2024). *Minister: 'Geen rancune richting ambtenaren'*. URL: <https://www.binnenlandsbestuur.nl/carriere/ministers-mogen-alternatief-zoeken-voor-bezuinigen-op-ambtenaren>.
- Benington, John (2009). "Creating the public in order to create public value?" In: *Intl Journal of Public Administration* 32.3-4, pp. 232–249.
- Bospolder Tussendijken (2023). *Bewoners en ondernemers uit BoTu halen Europese subsidie binnen*. URL: <https://bospoldertussendijken.nl/2023/01/01/bewoners-en-ondernemers-uit-botu-halen-europese-subsidie-binnen/>.
- Bowen, Howard (2018). *Investment in learning: The individual and social value of American higher education*. Routledge.
- Bozeman, Barry (2007). *Public values and public interest: Counterbalancing economic individualism*. Georgetown University Press.
- Braun, Virginia and Victoria Clarke (2012). *Thematic analysis*. American Psychological Association.
- Bryson, John M, Barbara C Crosby, and Laura Bloomberg (2015). *Creating public value in practice: advancing the common good in a multi-sector, shared-power, no-one-wholly-in-charge world*. CRC Press.
- Cebeon (2011). *Kosten en Baten van Maatschappelijke Opvang*. URL: <https://www.cebeon.nl/wp-content/uploads/2015/05/5600-10-Kosten-en-baten-van-Maatschappelijke-opvang.-Bouwstenen-voor-effectieve-inzet-van-publieke-middelen.pdf>.
- Choi, Youngok (2014). "Measuring social values of design in the commercial sector". In.
- College voor Zorgverzekeringen (2013). *Kosteneffectiviteit in de zorg*. URL: <https://www.zorginstituutnederland.nl/publicaties/rapport/2013/09/30/kosteneffectiviteit-in-de-zorg>.
- Corvo, Luigi and Lavinia Pastore (2021). "Social impact assessment: measurability and data management". In: *Contemporary Issues in Sustainable Finance: Financial Products and Financial Institutions*, pp. 247–262.
- Cushman & Wakefield (2024). *Rotterdam Meest Inclusieve Stad Van Europa*. URL: <https://www.cushmanwakefield.com/nl-nl/netherlands/news/2024/06/rotterdam-most-inclusive-city-in-europe>.
- Dakpark Rotterdam (2022). *Welkom op het dakpark*. URL: <https://www.dakparkrotterdam.nl/>.
- Davis, John B (2023). "Objectivity in economics and the problem of the individual". In: *Journal of Economic Methodology* 30.4, pp. 276–289.
- Department for Environment, Food & Rural Affairs (2024). *Calculate biodiversity value with the statutory biodiversity metric*. URL: <https://www.gov.uk/guidance/biodiversity-metric-calculate-the-biodiversity-net-gain-of-a-project-or-development>.
- Dibi, Bouchra (2020). "'Waarom ik geen gebruik (meer) maak van het aanbod in mijn wijk'". In: *Kenisbank Openbaar Bestuur*.
- Dil, Fleur (2022). *Hoe gaat het met Dakpark Rotterdam?* URL: <https://www.stad-en-groen.nl/article/41156/hoe-gaat-het-met-dakpark-rotterdam>.
- Dočekalová, Marie et al. (2013). "Construction of corporate social performance indicators for Czech manufacturing industry". In: *Acta Universitatis Agriculturae et Silviculturae Mendelianae Brunensis* 61.2, pp. 309–315.
- European Commission (2019). *Investing in people and social sustainability: short-term costs vs long-term benefits*. URL: <https://ec.europa.eu/social/BlobServlet?docId=21416&langId=en>.

- Feor, Leah, Amelia Clarke, and Ilona Dougherty (2023). "Social Impact Measurement: A Systematic Literature Review and Future Research Directions". In: *World* 4.4, pp. 816–837.
- Fereday, Jennifer and Eimear Muir-Cochrane (2006). "Demonstrating rigor using thematic analysis: A hybrid approach of inductive and deductive coding and theme development". In: *International journal of qualitative methods* 5.1, pp. 80–92.
- Frederik, Jesse (2021). "De tragedie achter de toeslagenaffaire". In: *De Correspondent*.
- Freeman (1984). *Strategic management: A stakeholder approach*. US Pitman.
- Gallagher, Ryan J et al. (2017). "Anchored correlation explanation: Topic modeling with minimal domain knowledge". In: *Transactions of the Association for Computational Linguistics* 5, pp. 529–542.
- Gemeente Rotterdam (2010). *Handleiding RSPW*. URL: https://www.publicspaceinfo.nl/media/uploads/files/ROTTERDAM_2010_0003.pdf.
- (2019). *Slim beheer Assetmanagement in Rotterdam*. Rotterdam, the Netherlands.
- (2021). *Sustainable Development Goals*. URL: <https://www.watdoetdegemeente.rotterdam.nl/voorjaarsnota2021/paragrafen/sustainable-goals/>.
- (2022). *Aan de slag met Waarde!* Rotterdam, the Netherlands.
- (2024). *Wijkprofiel Rotterdam*. URL: <https://wijkprofiel.rotterdam.nl/nl/2024/rotterdam>.
- Grant, Maria J and Andrew Booth (2009). "A typology of reviews: an analysis of 14 review types and associated methodologies". In: *Health information & libraries journal* 26.2, pp. 91–108.
- Grieco, Cecilia, Laura Micheli, and Gennaro Iasevoli (2015). "Measuring value creation in social enterprises: A cluster analysis of social impact assessment models". In: *Nonprofit and voluntary sector quarterly* 44.6, pp. 1173–1193.
- Halstead, John M, Steven C Deller, and Kevin M Leyden (2022). "Social capital and community development: Where do we go from here?" In: *Community Development* 53.1, pp. 92–108.
- Harberger, Arnold C (1984). "Basic needs versus distributional weights in social cost-benefit analysis". In: *Economic Development and Cultural Change* 32.3, pp. 455–474.
- Herath, Roshan, Samantha Senaratne, and Nuwan Gunarathne (2021). "Integrated thinking, orchestration of the six capitals and value creation". In: *Meditari Accountancy Research* 29.4, pp. 873–907.
- HMRC (2010). "HMRC Sustainable Procurement Strategy". In: HM Revenue & Customs.
- Hubbard, Graham (2009). "Measuring organizational performance: beyond the triple bottom line". In: *Business strategy and the environment* 18.3, pp. 177–191.
- Iersel, Hein van (2013). *We hadden een generaal nodig, we kregen sergeants*. URL: <https://edepot.wur.nl/254018#>.
- Kenter, Jasper O et al. (2015). "What are shared and social values of ecosystems?" In: *Ecological economics* 111, pp. 86–99.
- Kluckhohn, Clyde (1951). "Values and value-orientations in the theory of action: An exploration in definition and classification". In: *Toward a general theory of action*. Harvard University press, pp. 388–433.
- Kotchen, Matthew J (2010). "Cost-benefit analysis". In: *Encyclopedia of climate and weather, 2nd edn*. Oxford University Press, Oxford.
- Kötter, Theo and Frank Friesecke (2009). "Developing urban indicators for managing mega cities". In: *Land Governance in Support of the MDGs: Responding to New Challenges (Washington DC, USA)*, p4.
- Lam, Terence C and Kenneth A Small (2001). "The value of time and reliability: measurement from a value pricing experiment". In: *Transportation Research Part E: Logistics and Transportation Review* 37.2-3, pp. 231–251.
- Lapham, Sandra C et al. (2016). "How important is perception of safety to park use? A four-city survey". In: *Urban Studies* 53.12, pp. 2624–2636.
- Larimian, Taimaz and Arash Sadeghi (2021). "Measuring urban social sustainability: Scale development and validation". In: *Environment and Planning B: Urban Analytics and City Science* 48.4, pp. 621–637.
- Layard, Richard and Stephen Glaister (1994). *Cost-benefit analysis*. Cambridge University Press.

- Liukku, Antti (2024). "Donkere wolken boven Rotterdams stadhuis: gemeente zet zich schrap voor stevige bezuinigingen". In: *Het Algemeen Dagblad*.
- Maas, Karen and Kellie Liket (2011). "Social impact measurement: Classification of methods". In: *Environmental management accounting and supply chain management*, pp. 171–202.
- Mack, Natasha (2005). *Qualitative research methods: A data collector's field guide*. Family Health International.
- Magnier, LBM and CBA Kobus (2022). "Teaching aspiring industrial designers to understand value (s)". In: *Teaching Design For Values: Concepts, Tools & Practices*. TU Delft OPEN, pp. 142–169.
- Mehta, Vikas (2014). "Evaluating public space". In: *Journal of Urban design* 19.1, pp. 53–88.
- MKBA-informatie (2024). *MKBA Feyenoord City*. URL: <https://www.mkba-informatie.nl/mkba-voor-gevorderden/best-practices/feyenoord-city/>.
- Moore, Mark H (1997). *Creating public value: Strategic management in government*. Harvard University press.
- Morgan, Rachael (2015). "Calculating Social Value". In: *The Leverhulme Centre for the Study of Value School of Environment, Education and Development: Manchester, UK*.
- Morris, Charles (1956). *Varieties of human value*. University of Chicago Press.
- New Economics Foundation (2009). *tools for you approaches to proving and improving for charities, voluntary organisations and social enterprise*. NEF.
- OECD (2023). *Policy Guide on Social Impact Measurement for the Social and Solidarity Economy*.
- Oyserman, Daphna (2002). "Values: psychological perspectives". In: *International Encyclopedia of the Social & Behavioral Sciences*.
- Perrini, Francesco, Laura A Costanzo, and Mine Karatas-Ozkan (2021). "Measuring impact and creating change: A comparison of the main methods for social enterprises". In: *Corporate Governance: The International Journal of Business in Society* 21.2, pp. 237–251.
- Phills, James A, Kriss Deiglmeier, and Dale T Miller (2008). "Rediscovering social innovation". In: *Stanford Social Innovation Review* 6.4, pp. 34–43.
- Reason, Peter and William Torbert (2001). "The action turn: Toward a transformational social science". In: *Concepts and transformation* 6.1, pp. 1–37.
- Resilient Rotterdam (2022). *Frankrijk laat zich inspireren door veerkrachtig Bospolder-Tussendijken*. URL: <https://www.resilientrotterdam.nl/news/frankrijk-laat-zich-inspireren-door-de-aanpak-van-veerkrachtig-bospolder-tussendijken>.
- Rijksoverheid (2024). *Taken van een Gemeente*. URL: <https://www.rijksoverheid.nl/onderwerpen/gemeenten/taken-gemeente>.
- Rijshouwer, Emiel and Leclercq Els (2023). *Burgerinvloed: als gemeente wel luistert, maar niet levert*. URL: <https://www.socialevraagstukken.nl/burgerinvloed-als-gemeente-wel-luistert-maar-niet-levert/>.
- Rosenberg, Esther (2024). "In dit stukje Rotterdam staat op elke kindertekening een dronken man". In: *NRC*.
- Sandin, Gustav et al. (2011). "Integrating sustainability considerations into product development: a practical tool for prioritising social sustainability indicators and experiences from real case application". In: *Towards life cycle sustainability management*. Springer, pp. 3–14.
- Schneider, Joachim et al. (2006). "Asset management techniques". In: *International Journal of Electrical Power & Energy Systems* 28.9, pp. 643–654.
- Shirazi, M Reza and Ramin Keivani (2017). "Critical reflections on the theory and practice of social sustainability in the built environment—a meta-analysis". In: *Local Environment* 22.12, pp. 1526–1545.
- Simsa, R, M Herndler, and M Totter (2015). *Meta-Analysis of SROI Studies—Indicators and Proxies*. Tech. rep. TSI Working Paper Series.
- Sirmon, David G, Michael A Hitt, and R Duane Ireland (2007). "Managing firm resources in dynamic environments to create value: Looking inside the black box". In: *Academy of management review* 32.1, pp. 273–292.

- Tender, Rem de and Tony Pipping (2023). *Assetmanagement in Rotterdam: sturen op maatschappelijke waarden*. URL: <https://platformwow.nl/media/xl1pins1/presentatie-de-oude-dame-en-de-toepassing-van-het-waardewiel.pdf>.
- The SROI Network (2012). *A guide to Social Return on Investment*. Cabinet Office.
- Thomas, William I and Florian Znaniecki (1927). *The polish peasant in Europe*. New York: Alfred A. Knopf.
- United Nations (2024). *The 17 Goals*. URL: <https://sdgs.un.org/goals>.
- van de Poel, Ibo and Tristan de Wildt (2024). *ValueMonitor Monitoring values for technology governance*. URL: <http://valuemonitor.eu/>.
- Vining, Aidan R and David L Weimer (2013). "An assessment of important issues concerning the application of benefit–cost analysis to social policy". In: *Principles and Standards for Benefit–Cost Analysis*, pp. 25–62.
- Watson, Kelly J and Tim Whitley (2017). "Applying Social Return on Investment (SROI) to the built environment". In: *Building research & information* 45.8, pp. 875–891.
- Wijnia, Ype et al. (2023). "Setting the decision making framework for municipal asset management". In: *World Congress on Engineering Asset Management*.
- Wood, Claudia and Daniel Leighton (2010). "Measuring social value: the gap between policy and practice". In: *Undercurrent* 2.
- Wood, Donna J (1991). "Corporate social performance revisited". In: *Academy of management review* 16.4, pp. 691–718.
- Żak, Agnieszka (2015). "Triple bottom line concept in theory and practice". In: *Social Responsibility of Organizations Directions of Changes* 387.1, pp. 251–264.
- Zamanifard, Hadi, Tooran Alizadeh, and Caryl Bosman (2018). "Towards a framework of public space governance". In: *Cities* 78, pp. 155–165.