



REPLACE

Interreg Europe



REPLACE will enable the transition to a circular economy by facilitating, implementing and financing local and cross-regional circular value chains using a systemic operational and normative framework.

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**REPLACE – City of Hamburg Action Plan
Establishment of a permanent networking structure for
participative governance addressing regional circular
economy actors (“REPLACE CE Forum”)**

Hamburg, HWWI (Germany)

July 2022



Environment &
resource
efficiency



European Union
European Regional
Development Fund

Interreg Europe Hamburg Action Plan

Produced by each region, the **action plan** is a document providing details on **how** the lessons learnt from the cooperation will be implemented in order to improve the policy instrument tackled within that region.



HWWI Action Plan

Part I – General information

Project: **REPLACE REgional PoLicy Action for Circular Economy**

Partner organisation: Hamburg Institute of International Economics (HWWI)

Other partner organisations involved (if relevant): Senate Chancellery of the Free and Hanseatic City of Hamburg (associated partner)

Country: Germany

NUTS2 region: Hamburg

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Part II – Policy context

- The Action Plan aims to impact:
- Investment for Growth and Jobs programme
 - European Territorial Cooperation programme
 - Other regional development policy instrument

Introducing REPLACE project

REPLACE (regional policy action for circular economy) is an Interreg Europe project focusing on the amelioration of the regional policy instruments dealing with circular economy: it lasts from August 2019 to July 2023; its implementation Phase (Phase 1) ends in July 2022.

REPLACE is a follow-up of the SCREEN project (H2020 www.screen-lab.eu) and capitalizes on its methodology, with the aim of improving the management of regional policy instruments dealing with circular economy by exploring and exploiting cross-regional cooperation opportunities, REPLACE is structured in 4 logically linked steps:

- Local Analysis
- Cross-regional synergies
- Funding Instruments: focus on sectors
- Assessment Criteria

In addition, REPLACE developed **the Circular Benchmark Tool** to offer public authorities an-easy-to-use assessment method to evaluate the state of the art of circular economy in the territory. The cooperation activities suffered from the lack of interpersonal exchange, caused by the impossibility to travel for the most part of phase 1 of the project due to COVID-19 pandemic limitations: the consortium recovered all learning activity through online meetings.

The Local Analysis applies a methodology, previously built through interregional cooperation by 17 European regions within the SCREEN H2020 CSA (coordination and support action) project www.screen-lab.eu, to assess local capabilities and potentials, while mapping relevant stakeholders, research and educational capacities. The Local Analysis reflects the approach used to identify the RIS3 sectors, namely the EDP (entrepreneurial discovery process), and further explores regional potentialities at a micro-level, involving stakeholders from the Quadruple Helix.

The Local Analysis is propedeutical to the identification of **cross-regional synergies** in common sectors or value chains, to highlight possible complementarities with the aim of supporting exchanges at territorial level. The funding instruments and opportunities are studied at sectorial/value chain level, in order to understand how the region is supporting areas endowed with an high potential for the circular economy transition.

Thanks to the application of the above-presented methodology, REPLACE consortium identified the following areas of interests for interregional cooperation, possible synergies insists among:

- Manufacturing: Lazio, Centro, Lodzkie, Crete and HWWI;
- Agri-food: Lodzkie, NERDA, Crete, NEXA;
- Textile and Fashion: Lodzkie, NERDA;
- Plastics: Fryslàn, CCDRC, NEXA and HWWI;
- Constructions: HWWI and NEXA.

The valuation of the **funding opportunities** allowed the understanding of the need to consider how RIS3 can support the EU regions to deepen their value chain orientation, to provide funding especially in areas with cross-sectoral potential.

Under REPLACE logical framework, the last step is the testing and adaptation of the Assessment criteria for evaluating circular economy proposals: within the 2014-2020 programming period, circular economy did not have a dedicated set of indicators to verify the level of circularity of project proposals.

REPLACE wants to overcome such gap by studying how to apply and tailor the Assessment criteria (developed through the H2020 SCREEN project) taking into account that each region and/or managing authority presents its own evaluation procedures and assessing methodologies: the point of strength of the Assessment Table developed is its simplicity and adaptability, allowing its use under the different appraisal structure employed. REPLACE demonstrated to the actors involved in the evaluation of the call for proposals not only that more appropriate assessment criteria and indicators are needed, but also that an instrument is available and ready to be further tailored and adopted.

Name of the policy instrument(s) addressed: **Free and Hanseatic City of Hamburg: Hamburg**

Climate Plan

Priority Axis 2 "Reduction of CO2 Emissions", thematic objective 4.

Further details on the policy context and the way the action plan should contribute to improve the policy instruments:

Hamburg's new ERDF programme pays tribute to the goals of the Regional Innovation Strategy III and the Hamburg Climate Plan. Both papers were developed in a broad participatory process together with representatives from business, science and society and are an essential basis for government action in Hamburg.

Hamburg decides to address the Hamburg Climate Plan of 2019 as its policy instrument, because the HCP is updated on a regular basis and not depending on funding periods. It is therefore a more flexible instrument with greater leverage, which can be more easily influenced by project results.

Launched in 2015, the HCP sets the goals to reduce the city's CO2 emission by 80% until 2050 and is the core political instrument for holistically steering subordinated regulations in all sectors: it influences finance instruments, transport and mobility plannings, the port development plan, land use plans, public procurement procedures, waste management, all construction measures in design, building phase, technical specifications, energy consumption in construction and operation phases.

The Free and Hanseatic City of Hamburg is a so-called City State, that is, it is not only a city but – like Berlin as well – one of the sixteen German states ("Bundesland") and – on the European level – a NUTS 1 & 2 region. The Hamburg Climate Plan is thus a regional development policy. Said climate plan is the most comprehensive document within Hamburg outlining the transition to sustainability.

The city has a long history in climate planning, reaching back until the 1990s. That said, the Hamburg Climate Plan of 2015 (and its update from 2019) is the first one integrating both mitigation and adaptation. Climate planning in Hamburg follows an adaptive management approach: Linear planning and forecasting methods asking questions under constant (environmental and societal) conditions seem highly inadequate vis-à-vis climate change. Rather, climate planning in Hamburg follows the circular logic: develop, implement, monitor, adjust. Based on this methodological understanding of climate planning, the Climate Coordination Office at the Hamburg Ministry for the Environment recently presented an update to the Hamburg government in December, 2019

Part III – Details of the actions envisaged

ACTION 1:

Establishment of a permanent networking structure for participative governance addressing regional CE actors (“REPLACE CE Forum”)

Action (please list and describe the actions to be implemented)

The REPLACE CE FORUM will combine existing fragmented activities and transfer project results into the political and business landscape as well as to relevant stakeholders in the Hamburg region. The need to specifically develop a forum to facilitate the exchange between the public authority and the territorial stakeholders has raised during the implementation period of the REPLACE project: HWWI and its associated partner and Policy Owner, the City of Hamburg, participated in different study-visits in the partner regions, having the opportunity to see the good results and impacts that an active participative governance tool can create. Of course, the territorial dimension of the City of Hamburg is different from Fryslân Province, and La Réunion island, but both study visits provided valuable insights for structuring the REPLACE CE FORUM, tailoring the characteristics to the specific settings and features of Hamburg.

The idea of the REPLACE CE FORUM includes matchmaking as one major section to bring together the existing circular potentials in Hamburg, and to connect them with related activities in other regions. Building upon the good practices researched in the partner regions, such as the active and propositive role the colleagues in Crete Region played to ensure that a circular value chain was activated between the cheese making industry and the farm sector, by assessing and eliminating a normative barrier that was hampering the uptake of circular business models.

The interregional learning process allows us to understand the importance of a constructive interaction among key stakeholders to facilitate circular economy: The REPLACE CE FORUM will enable stakeholders to interactively explore cases and own ideas. The Forum will also signpost to other available important sites in the local CE cluster. After a piloting phase, it is being envisaged to integrate the forum activities into the HPC (for the process, see timetable).

As assessed during the REPLACE project, Hamburg's CE focus sectors are plastics and construction: in these sector the activities of the forum will at first be tested, to address these two thematic clusters with circular construction being the primary test ground during a pilot phase. Thanks to the interregional exchange of the REPLACE project, preliminary cooperation possibilities in the abovementioned sectors have been highlighted with La Reunion for the Construction sector as well as with Fryslan and Centro for the Plastics sector.

Background and key steps to be implemented for activating the REPLACE CE FORUM

- 1- Capitalizing on the focus sectors for CE identified and analysed during the REPLACE project, HWWI and the City of Hamburg will establish this permanent forum for exchanging information, knowledge, capabilities to build long-lasting relationships between stakeholders with the aim of positively influencing policy making and programming. The pilot phase will start with the Focus sectors identified in REPLACE, namely plastics and construction (From December 2021 to August 2022). For details on pilot activities related to the focus sectors please see below (a).
- 2- Engaging relevant stakeholders (political, policy and private companies, association of category, educational institutions, civil society etc). The REPLACE CE Forum, which also includes stakeholders on a practical level, will develop recommendations for the PI with regards to CE. Since the HCP is updated every couple of years, it is necessary to work on and discuss steadily the newest theoretical as well as practical insights in this field (From September to December 2022)
- 3- Organization of CE focus sector events including interregional aspects to activate participative governance schemes (first half of 2023)
- 4- Production of a set of Policy recommendations on how to tackle the development of CE Focus Sectors that are addressed by the HCP containing the results of the REPLACE CE Forum activities and discussion (May-June 2023)
- 5- Presentation of the Policy recommendations to the City of Hamburg as the Policy Owner who will use them for further developing the Policy Instrument and enriching its content, meaning that the HCP will take up the idea of the REPLACE CE Forum to be established as a permanent dialogue platform. Crucial part of the current HCP is a detailed Action plan for short term actions (3 years) as well as

the formulation of long-term perspectives (10-15 years). While the current version (2019) highlights energy transition as main action field with focus on sustainable grids, higher share of renewables, energy efficiency and consumption, the reviewed versions (update 2022+2025) will explicitly specify Circular Economy (CE) measures and operational regulations for waste management, and for Circular Construction.

- 6- The outcomes of the forum will not only influence the update of the Hamburg Climate Plan (HCP) and become part of it as regular institution to foster CE in the City of Hamburg and advise the Hamburg Senate (such as the climate forum is for climate affairs). It will also impact on other instruments that follow the HCP such as derived acts (Regional Building Act, recycling quotation acts, construction regulations etc.), which directly refer to the two focus areas plastic and construction.

a) **Circular construction as primary test ground – Pilot “Platform for ongoing exchange”**

In Hamburg, connections between different stakeholders active in the construction sector yet mainly rely on personal contacts or project-related meetings and events. Considering the significant number of organisations already involved in CE, and particularly circular construction (the local analysis of REPLACE underlined that point), the Action plan foresees to organize thematic platform events focusing on construction in Hamburg as part of the pilot activities of the REPLACE CE Forum.

If the pilot action is successful and turns out to be a best-practice example, it will be rolled out to other CE focus areas such as particularly the plastics sector.

Actors involved

- Senate Chancellery / Department for European Affairs
- Ministry for the Environment, Climate, Energy and Agriculture: Department for Environmental Partnerships (Umweltpartnerschaften)
- SRH (Stadtreinigung Hamburg: local waste management institution)
- Ministry for finance: Department for sustainable Procurement

Timeframe and funding

Financing: 3 events (fora) among Hamburg Decision Makers as part of their regular duties: no external funding needed.

Setting up a respective structure via a (virtual / physical) kick-off is a matter of a few weeks, and it is planned to organize a stakeholder dialogue event on the local level in Hamburg in June 2022 to introduce the relevant findings, and to jointly initiate the necessary steps to further develop the platform structure set-up. In October 2022 a kick-off event is planned to start the new format. The forum will be supervised by the Ministry for Environment, climate, Energy and agriculture (HCP lead). REPLACE sets up the structure and brings

stakeholders/participants together and the ministry manages these meetings in regular operation. The effort will be manageable with 2-3 meetings per year. Participation in the platform is done by the authority members within the scope of their competence and regular duties, so no external funding is needed.

It is foreseen to integrate successful CE FORUM activities into the HCP by mid of 2023.

Summary timeframe

The implementation of the actions already started in parallel to Phase 1 of the REPLACE project and continues into the monitoring phase. The timeline of the actions is as follows:

Phase 1 REPLACE project	The REPLACE project partners conducted local analyses of their circular economy potential. Based on this assessment, Hamburg, Centro and Fryslân identified a common strength in circular plastics.
October 2020 – November 2021	The new operational ERDF Programme of the Free and Hanseatic City of Hamburg 2021-2027 was developed based on RIS3 strategy through a broad participation process together with representatives from business, science and society. The new Hamburg ERDF programme contributes to the goals of the RIS3 and the Hamburg Climate Plan and is an essential basis for government action in Hamburg. Supporting the transition towards a circular economy is one of the most important political measures within the framework of the new programme strategy.
December 2021	The ERDF programme Hamburg 2021-2027 was submitted to the EU Commission for approval in December 2021.
January 2022 – June 2022	Design of pilot action on circular construction by REPLACE consortium
October 2022 / Nov 2022	Project Conference + Kick off “REPLACE CE Forum” A project conference will be organized in Hamburg to provide the regional CE actors with the full picture of the project’s outcomings, to strengthen their collaboration

	links, and to foster the activation of the REPLACE CE Forum
Oct. 2022-Apr 2023	CE Forum pilot phase
Jan and March 2023	CE Forum meetings
March/Apr 2023	Evaluating the REPLACE CE Forum and its impact, adjusting the format if needed
March-May 2023	Developing Policy recommendations
May 2023	Presenting the evaluation results and policy recommendations in the Senate of Hamburg (the respective committee) as PI of the HCP
June 2023	Establishing the Forum as a Good Practice, and incorporating it into the PI

Summary of costs:

- a) REPLACE CE Forum including network events on Circular construction: no external funding needed. Part of regular duties. Sponsoring.
- b) Costs for REPLACE final event: HWWI own funds (room, catering), organisational support provided by Europe direct network Hamburg.

Date: Hamburg, 24.06.2022

Signature: 

Stamp of the organisation (if available):



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