Municipal business development for sustainability
Rethinking municipal business development

Imprint

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Theoretical foundations

The factsheets are based on the theoretical model of the doughnut economy by Kate Raworth. Therefore, this sub-chapter first explains the basics of doughnut economics, especially the image of the doughnut and the doughnut principles. Subsequently, the structure of the factsheets is presented, in particular the four-field table for the socio-ecological inventory and the impact matrix. This chapter aims to explain all concepts that are important for understanding the factsheets and enable the reader to build on them for future projects.

The doughnut economy

The doughnut economy, developed by Kate Raworth, is dedicated to enabling every human being to live well within planetary boundaries, thus preserving the earth as a living planet. The doughnut serves to visualise this goal. It represents a safe and just space for humanity, in which the social foundation is secured for everyone, and the ecological limits are not exceeded. For the social foundation to be secured, a minimum standard of social needs must be guaranteed for every human being on earth. Leaving the doughnut inwards means that some people will lack essential goods and services to live well (water, food, education, etc.). Leaving the doughnut outwards means putting too much pressure on the earth’s ecological ceiling, which can affect the functioning of life-giving systems. We refer to the ecological ceiling as the amount of pressure, for example in the form of emissions and pesticide use, that planet earth can withstand before the ecological systems necessary for life on earth collapse. The ecological ceiling consists of nine planetary boundaries identified by earth system researchers. Doughnut economics also turns away from understanding economic growth as the goal of economic activity. Instead, it strives to navigate humanity into the safe and equitable space inside the doughnut for all humanity. The coloured marking of the social and ecological boundaries shows how pronounced the social lack or the ecological pressure currently is in Germany. The more the triangles in the middle of the doughnut and the fields outside the doughnut are filled in, the further away society is from the safe and just space of the doughnut in the corresponding area.
The fundamentals of doughnut economics can be summarised in seven principles that clarify the ideas of this new economic thinking. In the following, the essential aspects of the principles are explained.

The first principle is to “change the goal”. The goal of the doughnut economy is not to grow the gross domestic product, but to improve the well-being of people and to get into the safe and equitable space of the doughnut.

According to the second doughnut principle, it is important to grasp the big picture. The big picture means understanding the economy as part of an overall social system. It must be embedded in society and nature. So far, the role of natural resources has been neglected. Furthermore, relevant participants and aspects such as private and non-profit initiatives, commons and unpaid work are simply not considered in economic thinking. Thus, we have to take into account that the economy extends beyond the market and affects all areas of life.

The third principle is “nurture and promote human nature”. This assumes that people are socially adaptive yet irrational beings, who simply pursue their self-interests, calculate benefits, and dominate nature. According to the doughnut economy’s view of human nature, people are socially inclined, have shared values, are cooperative and dependent on the living world.

The fourth doughnut principle states that we humans need to learn dynamic thinking to put doughnut economics into practice. Thinking in systems means experimenting, adapting, evolving, and continuously striving for improvement. Furthermore, attention must be paid to dynamic effects, feedback loops and tipping points.
According to the fifth principle, distributive justice should be pursued and systematically thought through, instead of trusting the common assumption that economic growth will provide balance. The aim is a distributive and decentralized economy that promotes, for example, cooperatives, neighbourhood help and open source. Distributive justice also means, for example, that the value created through work is shared with all those who have helped to create it.

The sixth principle aims to promote the regenerative orientation of the economy. The current destruction of the environment is caused by the degenerative orientation of industry. Raw materials are extracted, a product is made from them, the product is used and then it is thrown away. The existing linear system is to be transformed into a circular, regenerative system in which waste materials from one process become raw materials for another. This means, for example, that used items are repaired, reused, renovated, or recycled.

The seventh principle calls for an agnostic attitude towards growth. In the context of doughnut economics, this means “...building an economic order that promotes human well-being, regardless of whether the gross domestic product rises, falls or remains at the same level.”

The socio-ecological inventory

One form of visual representation used in the factsheets is the four-field table for the socio-ecological inventory. It arises from the question of how a city can be a home for people while respecting the well-being of all and the health of the entire planet. To answer this question, the social and the ecological dimensions are considered under the principles of the doughnut economy, each of which is, in turn, also considered according to local and global scales. The combination of the two dimensions with the respective local and global scale results in four fields.
Each of these fields answers a sub-area of the overarching question:

Local-Social: How do we manage to improve the quality of life of the people in the city together with all stakeholders?

Local-ecological: How do we as a city manage to live in harmony with our natural environment?

Global-Social: How can we promote social justice globally through our local actions?

Global-ecological: How can we contribute to global environmental protection/the health of the whole planet with our local actions?

These four essential questions are seen as guidelines for a good assessment of whether a project contributes to achieving the balance of the doughnut.

The use of the four-field table in the factsheets aims to clarify in which of the four fields actions take place and which effects they have locally and globally. In the following three factsheets arrows are used to represent impact logic within the four-field table. This also enables the classification and comparison of civil society and municipal sustainability efforts.

**The Impact-Matrix**

The impact-matrix offers the possibility to rank different options for action or local initiatives according to their impact on the one hand and their feasibility on the other. On the horizontal axis of the matrix, the potential impact of the initiative is assessed, while the vertical axis indicates the feasibility. This results in four fields (easy to implement and low impact, easy to implement and high impact, difficult to implement and low impact, difficult to implement and high impact) according to which the various initiatives in the factsheets can be classified. The assessment in the impact matrix is subject to scientific subjectivity and does not claim to be fully comprehensive.

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**Diagram:**

- **ciao** Ideas which are hard to implement and are not original
- **how** Ideas which are hard to implement but are quite original
- **now** Ideas that are very feasible, although not particularly original
- **wow** Ideas that are both feasible and particularly original

Figure 3: Own figure (NELA. next economy lab)
Introduction

The past century has been marked by global crises. Starting with the Great Depression of 1929, followed by the oil crises in 1973 and 1979, the Latin American debt crisis in 1982, the financial crisis in 2007, the euro crisis in 2010, the COVID-19 pandemic and more pressingly than ever - the climate crisis. All these crises are not completely independent of each other; indeed, it is quite the opposite: they all have the same origin. Excessive financial speculation led to the financial crisis in 2008, excessive human interference with nature led to the outbreak of the COVID-19 pandemic and excessive use and burning of fossil fuels led to the climate crisis, the effects of which are increasingly being felt globally and locally. But what is behind all these crises? The motivation to grow economically. Because that is what our current economic model and system are built on: Growth.

However, the examples above show that this economic model is flawed. Economic success in this model is not measured by how good the quality of life is for all people on earth, but simply by how fast an economy grows. Growth is seen as the ultimate solution to social and ecological problems. This seems paradoxical because while our earth is the basis for everything we do, and therefore the basis for our economies, our economies are not guided by what is best for our earth. To put it briefly: Constant economic growth without considering the question of how to create a good life for all does not work in the long run, and this is exactly what is becoming increasingly clear.

What we therefore need is New Economic Thinking and with it a new economic model that changes structures in a way that brings our life on earth back into balance. This model must pursue two central goals: A) secure social justice within B) ecological limits. It needs perspectives for action at the political, civil society, economic and individual levels that contribute to solving existing causes of problems and not just the symptomatic challenges. And this is exactly what the doughnut economy according to Kate Raworth can do.

The doughnut economy establishes a vision of a good life for all. To turn this vision into reality, each and every individual has a responsibility. The doughnut model is participatory: The idea is that everyone has access to it and can participate in its design and implementation. However, the municipal policy level has a particularly important role to play. 90% of the world’s population lives in municipalities, thus local challenges and opportunities can be better perceived at the municipal level than at any other policy level. The future of the planet seems to depend on the commitment of local governments. Thus, municipalities are indispensable for the spread of knowledge about meaningful action on the topic of sustainability due to their exemplary and guiding character. If we take the goal of sustainability seriously, we have to rethink our lifestyles, production methods and thus our economic system in the community. In this process, civil society represents the main actor that should actively shape the solution of the problems.

The path to a society in which economy, ecology and social aspects are equally important components of our system is going to be a long and difficult one. We are still at the very beginning of this path, and it will only succeed if everyone supports each other. That is exactly why someone is needed to get this movement going, and that is what we would like to do.

We want to contribute to the realisation of the vision of a good life for all. And because we know that municipalities play a decisive role in this process, we would like to implement the doughnut at the municipal level. After qualitative interviews with civil society and municipal actors, we have identified three sectors that have a high potential for reform following the doughnut economy approach: Agriculture & Food, Housing & Construction and Economic Development. We would like to illustrate sustainability efforts in these three sectors which seem to follow the doughnut principles. With the help of these factsheets we hope to inspire municipal and civil society actors to make changes according to the doughnut economy. We hope to inspire change in these three sectors, as well as beyond, to develop their municipalities in a more progressive and sustainable manner.
In order to make the doughnut model tangible and applicable we have conducted an analysis of the key problems of each sector. Then, we pose the question of comprehensive solution strategies for these problems and central fields of action for municipal and civil society actors. We analyse which concrete initiatives exist in these areas and take a concrete look at two effective ones. Finally, we examine what concrete measures are available for municipal politics and civil society to implement the initiatives successfully and examine which ones could be used to follow the principles of the doughnut economy. In compiling the three factsheets, we proceeded selectively. Our aim was not to provide a complete and precise description of all possibilities, but to give an orientation and to focus on central problems and initiatives. We aim to give municipal and civil society actors ideas and inspiration for further cooperation and thus initiate processes for a sustainable future.
Donut for municipalities

Social Foundation: Amsterdam Model (inner circle)

enabled
EG: Energy
E: Education
J: Jobs
I: Income

connected
M: Mobility
COM: Community
CO: Connectivity
C: Culture

empowered
GTH: Equality in diversity
P: Peace & justice
SE: Social equity
PV: Political Voice

healthy
H: Health
F: Food
W: Water
HO: Housing
Problem analysis

The global spread of the coronavirus has shown that communities in Germany are not resilient. One sign of this is the strong dependence on global supply chains for the provision of essential goods. The resilience of a region is crucial because it enables the provision of services to citizens in times of crisis. “Resilience does not mean a “bounce back”, but a dynamic impulse for change that comes from systemic hazards - not just short-term crises - and leads to a continuous process of learning and adaptation”. A resilient municipality must therefore be able to adapt when its environment changes.

At the same time, the pandemic has shown the relevance of local solidarity for the common good of a region. Shopping is done for at-risk patients, during quarantine people are cared for and concerts and readings are organised on balconies. Thus, social components are also important to ensure people's care and well-being. For municipalities to successfully cope with crises in the future, they must become more resilient, strengthen local solidarity, and support the development of social networks. However, regional actors bear responsibility not only at the municipal level but also at the global level. Particularly greenhouse gas emissions from production and global supply chains, as well as resource consumption, are worth mentioning in this regard. Living sustainably requires a return to local production and a lifestyle based on the principle of sufficiency that prioritises the use of regional products and the long-term use of global products.

All these aspects raise the question:

**How do communities increase their resilience and reduce their resource consumption and emissions in the context of Kate Raworth’s doughnut economy?**

The goal of increased resilience is to be able to meet people’s basic social needs even in times of crisis while at the same time avoiding leaving the inner circle of the doughnut towards social deficiencies. On the one hand, deficiencies that can occur because of crises are, for example, the loss of housing due to environmental disasters or the shortage of food supply due to the collapse of global supply chains. Reducing emissions and conserving resources, on the other hand, aims at preserving the earth and not exceeding the ecological ceiling.
Economic Development 4.0 as a possible solution

A possible solution to the challenges outlined is an innovative concept called “Economic Development 4.0”, which aims to support the regional economy as well as cooperative and sustainable initiatives and enterprises that serve the common good. While economic development usually focuses on making companies more competitive and innovative and on increasing economic growth, in the context of Economic Development 4.0 the term “economy” is defined more broadly. Accordingly, the economy includes institutions that contribute to satisfying the needs of citizens, whereby an exchange based on money does not necessarily have to take place. According to this understanding, “economy” is understood to include various actions such as production, sales, exchange, consumption, distribution, and recycling. The core of the concept is the support of regional value creation and the common good. Economic Development 4.0 also aims at the protection of the climate and the promotion of resource equity.

Overview - relevant fields of action and levers of Economic Development 4.0

This overview identifies levers of economic development programmes and their potential that are particularly relevant at the municipal level in the context of Economic Development 4.0. The arrows show the interdependencies between individual levers of economic development programmes and their potential.
Which measures have an impact?

The following impact matrix shows various initiatives that can be supported by Economic Development 4.0. They have the potential to support positive developments in the identified fields of action at the regional level and thus help us to get inside the doughnut.

The task of Economic Development 4.0 is to promote such initiatives that satisfy people’s needs while at the same time securing ecological boundaries. In the following, two initiatives are presented: 1) resource centres and 2) community-driven enterprises, which can achieve high impacts and are at the same time relatively easy to implement. The focus of the resource centre is to reduce resource consumption and to lower emissions, while the community-based enterprises presented below can particularly increase the resilience of regions.

Ways into the interior of the doughnut

Resource Centres

A resource centre is a place that brings together a wide variety of initiatives that aim to save resources. Opening a resource centre creates great opportunities to tackle global challenges because problems such as the waste of resources through over-consumption, the emission of greenhouse gases through production and transport routes can be met at the local level.

“Resource conservation follows the guiding principle of an economy embedded in natural material cycles with minimal resource consumption, which develops neither at the cost of other regions nor future generations. It can therefore only be designed holistically from a life-cycle perspective: from raw material extraction to processing, product design, trade and consumption to refuse or disposal.”

Figure 5: Own figure (NELA. next economy lab)
Repairs are essential for the conservation of resources because they make it possible to meet people’s needs with a smaller amount of industrial production. In terms of environmental sustainability, this is highly relevant. Studies on the life cycles of electrical and electronic equipment show that more than 50% of the environmental impact generated by the equipment is caused during the production process. Extending the life cycle of appliances through repairs thus has the potential to significantly reduce environmental impact. Repair services can also reduce expenditure, which also reduces the income needed to satisfy needs.

**Functioning and structure of a resource centre**

Central to a resource centre are repair stations where professional repairs of textiles, shoes, furniture, household appliances, electronics and digital devices are offered. In addition, it is possible to cooperate with local repairers so that requests for repairs can be passed on to these businesses. Items that need to be repaired before being resold could be dropped off at the resource centre and sold in the in-house second-hand shop after refurbishment. A gift market can also be integrated.

**Potentials of a resource centre**

The potentials of the resource centre are visualised in the four-field table and categorised according to whether they are to be classified as global or local and whether they concern the social or the ecological sphere. The yellow fields indicate the measures that are implemented in a resource centre, while the red fields represent the potentials of these measures. The arrows indicate which measures can create which potentials. On an ecological level, the Resource Centre offers great potential. The life cycle of products can be extended through repairs. In this way, the needs of citizens are met without the need to produce new goods. Thus, resources are saved and greenhouse gas emissions are reduced. The Austrian repair and service centre R.U.S.Z., for example, does about 9,000 repairs a year and has a success rate of 80%. Taking a look at the extent extent of the material used in the production of electrical and electronic equipment, which amounts to 500 to 10,000 times the weight of the final product, the savings potential of repairing items becomes clear.
Within the centre, tools needed to repair items can be shared. In addition, emissions caused by transporting new goods to the end-consumer are avoided. The joint use of objects within the framework of sharing concepts also saves resources and avoids emissions. The sale of repair-friendly new goods (if they are needed) improves the repair potential of products owned by citizens in the long term and can thus extend their life cycle.

In addition, the quality of life of the people in the region can also be improved by a resource centre. Citizens can become actively involved in the work. Thus, social cohesion in the region can be strengthened through educational offers and the exchange of citizens that takes place on-site. Another effect is the reduction of prices that must be paid for functioning commodities and the integration of a giveaway market also has the potential to contribute to voluntary redistribution.

A socially and ecologically desirable effect of such centres is the increase and bundling of demand for repair services. This supports local businesses that offer such services. In addition, there is the possibility that existing companies will dedicate themselves to products with a longer life cycle or that such companies will be established in this area. This creates a positive feedback loop because a better offer in the field of use-extending measures and durable products increases the value creation in this sector. This in turn can stimulate new business start-ups, so that sustainable jobs are maintained or created in the region. The influence in the area of resource conservation and emission reduction can also be increased in this way. In the following, the resource centre of the city of Oldenburg is presented to show what the successful design of such a centre can look like in concrete terms.
The Oldenburg Resource Centre

In Oldenburg, the non-profit association ReparaturRat Oldenburg e.V. was founded in 2020 to develop and operate the resource centre. The council’s areas of responsibility also include the support and spread of repair cafés, the development of a repair network and the establishment of learning places where there exist offers on skills in the field of repair and on sustainable lifestyles. In addition, the Repair Council uses public relations work to communicate the relevance of extending the use of objects. Cooperation partners of the Resource Centre in Oldenburg are the municipal waste management company and a social department store (Mehr-Wert). Items that can be repaired are passed on to the centre by these companies so that they can subsequently be sold or given away, thereby increasing the life cycle of the items. Workbenches, storage space for tools and working materials, and an equipped electrical workshop are available on-site. For repairs, the centre’s rooms can be rented by repairers per hour or day. A timetable is published weekly, indicating at what time which products can be repaired on-site. Payment for the services is made on account.

From the perspective of the doughnut economy, the work of the Resource Centre Oldenburg contributes to promoting the regenerative orientation of the economy (Principle 6). Human nature is also nurtured and promoted on-site by creating a place for learning and exchange (Principle 3). In addition, such a centre will test a resource-conserving form of an economy whose goal is to satisfy people’s needs while respecting the well-being of the earth (Principle 1). Since the potentials of the resource centre relate most to the aim of adhering to ecological limits, another initiative whose potential for securing the social foundation of the doughnut which is particularly high is presented below.

Community Supported Enterprises

Community Supported Enterprises transfer the “Community Supported Agriculture” approach to the provision and distribution of other goods (Rommel, 2017, p. 4).

Pioneer Solidarity Farming

For the concept of Solidarity Farming, the assumption that people are capable of cooperating is essential. The basis of Solidarity Farming is the share of operating costs. The members usually pay a fixed monthly contribution that covers the costs of the farm and receive a share of the products produced in return. Risks, such as crop failures, are borne jointly. The trust required by the members for this kind of risk is supported on a social level by joint activities such as farm festivals, the members’ own cooperation projects, or meetings. The cooperation integrates the consumers into the process of the production and makes them so-called “prosumers”. Furthermore, there is complete transparency regarding costs and production, which also strengthens trust. In addition to this basic structure, other special features exist in some solidarity farming projects but not in all. In some initiatives, the contributions
that are paid are determined in solidarity-based financing rounds so that financially better-off people can give higher contributions. The communalisation of the means of production within the framework of cooperatives or associations is also a possible feature. Some initiatives also offer educational programmes related to their field of activity.45

Transfer to other economic sectors
The transfer of the concept has already taken place in the areas of bakery, wine, beekeeping, cheese dairy, brewery, coffee, and olive oil. First initiatives have also been taken in the field of leisure, sports and educational activities as well as in the service sector.46 Teikei, for example, is a community-based company that finances coffee farming in Mexico under fair conditions. In its cooperation with the coffee farmers, the company is guided by the question: “What do you need so that you and your children are interested in continuing farming?” In addition, the coffee is transported from Mexico to Germany by sailboat to reduce emissions.47 How the concept can be transferred to the area of leisure activities is shown by Ausgebüxt-Familie Trier. They organise monthly adventure excursions to the forest. The excursions are financed by a monthly solidarity contribution based on income. A special feature of this concept is the fixed group of people, who pay the organisers together.48 These examples show how diverse the concept of community-based enterprises can be applied.

Potentials of community-based enterprises
Depending on what goods or services the enterprise offers and how it is organised concretely, community-based enterprises offer different potentials in the ecological and social fields. In the production of goods, the ecological potential of community-based enterprises lies in the shortening of supply chains and thus in the reduction of greenhouse gas emissions.49 Since prices are

Figure 7: Own figure (NELA. next economy lab)
Municipal business development for sustainability

not formed by the market, the pressure to exploit nature for short-term gains is also reduced. Potential in the area of solidarity and justice lie, for example, in the essential contribution that community-based enterprises make to the resilience of the region, since production is (mostly) regional and autonomous and thus not dependent on international developments. By sharing the entrepreneurial risk and financing production independently of the market, the resilience of the companies is also strengthened. Solidarity-based financing can also contribute to voluntary redistribution and thus to social justice in the region. This way, social cohesion and trust are strengthened by joint activities (and participation in the enterprise). The following diagram summarises these possible characteristics and different potentials and shows the impact logic of community-based enterprises. The yellow fields indicate the measures that are implemented in community-based enterprises, while the red fields represent the potentials of these measures. The arrows indicate which measures can develop which potentials.

The Backhaus der Vielfalt (Bakehouse of Diversity) is presented as a successful example, as this enterprise embodies many of the previously presented characteristics and potentials of community-based enterprises. This illustrates how the idea of Solidarity Farming can be successfully transferred to other areas.

**Backhaus der Vielfalt**

The Backhaus der Vielfalt (German for: baking house of diversity) is a bakery in Freiburg that is oriented towards the concept of Solidarity Farming. The monthly contributions of the members are determined in a bidding procedure. This means that at the general meeting, after the presentation of the necessary total budget, each person notes how much he/she can or would like to pay per month. If the required amount is not collected in the first round, the procedure is repeated. If the necessary budget is not reached after repeating the procedure, the total budget must be adjusted. With an additional contribution, the members invest in the required inventory of the bakery. After leaving the initiative, the money is paid back. Once a week, the members receive bread from the bakery. The loaves are transported by bicycle to distribution stations in the city. In addition, members can bake their own bread on so-called participatory days. The Backhaus der Vielfalt is also a place of inclusion, where people with a need for support are enabled to participate in working life. To this end, the association has joined forces with other local initiatives. The explicit goals of the initiative are to promote conviviality, organic farming, and handicrafts.

Through this form of business, the Backhaus der Vielfalt enables the preservation of artisan baking, fair pay for employees, the building and maintenance of a local social community, and contributes to the resilience of the region through local supply. Local products are also used, reducing emissions from the transport of goods. The environmentally friendly cultivation of ingredients also supports soil conservation and biodiversity. The Backhaus der Vielfalt embodies various doughnut principles with its work. The initiative aims to supply its members with bread while ensuring fair payment and environmentally friendly cultivation of the ingredients. Thus, the bakery is concerned with satisfying people’s needs within the possibilities of the living planet and does not care much about growth or profit (Principle 1). Human nature is also nurtured and promoted within the project through participatory days, inclusion, and the annual bidding procedure (principle 3). In addition, the solidarity-based financing implemented through the bidding procedure aims at distributive justice (Principle 5). The promotion of a regenerative orientation of the economy (Principle 6) is realised through the transport of the bread by bicycle and the use of regional, seasonal and environmentally friendly ingredients.
Perspectives

For a future in which the earth is preserved as a life-giving planet and at the same time enables all people to fulfil their basic needs, the restructuring of the municipal economy is an important and efficient lever. With Economic Development 4.0, a project has been launched that enables the promotion of many initiatives that have the potential to contribute to moving into the safe and equitable space of the doughnut at the municipal level. The initiatives presented here provide a first insight into how effective action can be taken at the municipal level and the practical examples show that these ideas are already being successfully implemented. Many other initiatives such as sharing concepts, regional value action groups and regional shops are also already successful in practice.

On the way to a sustainable economy, new concepts must be tested and old structures need to be broken up. Best practice examples can provide orientation in this process of change. In turn, those projects and start-ups can become role models for other actors. Learning with and from each other makes it possible to test new ways together and to shape a future worth living.
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Endnotes

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Do you have any questions?

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