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# Critical Factors for the Quality of Collaboration

Case study of a healthcare  
network

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## Summary

When policy issues are too complex for a single actor to deal with, it is common that governmental organisations find a way to collaborate with other actors. The networks that arise are called *governance networks*. Many of these governance networks arose in the Netherlands after the decentralisation of the homecare and guidance of elderly and disabled people, the participation law and youth care in 2015. Collaboration can be difficult in governance networks, but is especially important when health care services for citizens are dependent upon it. In order to improve future collaboration, it is important to know what factors can influence the collaboration in governance networks. This research is a case study of the KrimpenWijzer network, which was created in the municipality of Krimpen aan den IJssel after the decentralisation. The research question is: *‘What are critical factors in the collaboration processes within governance networks and which of these factors can be used to explain the quality of the collaboration in the KrimpenWijzer?’*.

To answer this research question first a literature study is conducted, forming a theoretical framework with the most relevant scientific concepts. In this framework different types of governance networks and network governance are discussed, which show that it differs per type what the collaboration process should be focussed on. To assess the quality of the collaboration four indicators are selected: *trust*, *commitment*, *common goal/vision* and *sharing information*. After a comparison of different sources on collaboration in governance networks, three possible factors that influence the quality of the collaboration are selected: *leadership*, *starting conditions* and *institutional design*. These indicators and factors are all operationalised to make them measurable.

As said, this research is a case study. The KrimpenWijzer case was chosen because it meets the requirements of a governance network and because of the access the author has to the actors in this network. Data was collected via semi structured interviews, using the theoretical concepts to guide the interviews, but also leaving room for other possible factors that influence the quality of the collaboration. Two respondents per organisation participating in the network were interviewed, with an exception of the *wmo* department of the municipality (where only one respondent was interviewed). Furthermore, two process directors and a manager working for the municipality were interviewed to look at the collaboration from a more distant perspective. Lastly, also someone of an organisation outside the KrimpenWijzer was interviewed, to see how the collaboration in the network is seen from the outside. This leads to a total of fourteen interviews, all transcribed and coded to make a transparent analysis.

The KrimpenWijzer is a governance network, focussed on providing healthcare services. The network was created in 2015 by the municipality to deal with the decentralisations. There are five organisations participating in the network (Kwadraad, MEE, CJG, ContourdeTwern and different departments of municipality) and there is one process director who guides the collaboration processes in the network. To keep municipal control this process director is employed by the municipality. The KrimpenWijzer can be seen as a service delivery network, with a lead organisation type of network governance. The leading organisation is the municipality of Krimpen aan den IJssel.

Assessing the quality of collaboration in the network is done by asking questions on the four indicators deriving from theories, but also by asking actors how they perceive 'good collaboration'. It turns out that a low threshold for contact is also seen as an important indicator to assess the quality of the collaboration. Some aspects of the collaboration are positively assessed, like the high level of trust and the low threshold for contact, but for others there is still room for improvement. The levels of common goal/vision and sharing information are moderate and the level of commitment is even low. This leads to an overall assessment of a moderate quality of collaboration in the KrimpenWijzer.

All the factors from theories that are taken into account in this research are relevant in explaining this quality of the collaboration. The lack of a clear leader in the network has a negative impact on the common goal/vision and commitment. Because of the absence of a leading organisation the collaboration does not move past the point of simply sharing the information necessary for service delivery.

A practical recommendation is to rearrange the tasks of the process director. In this way, she can prioritize the collaboration process between the participating actors in the KrimpenWijzer and emphasize the need for collaboration to achieve the common goal. The empirical research shows that her efforts to facilitate a productive group dynamic lead to more information sharing and trust.

The starting conditions led to less commitment and common goal/vision but lowered the threshold for contact. In the beginning the municipality was not able to clearly explain why they decided to create this network. This led to the actors not seeing the common goal and therefor also not feeling committed to the collaboration process. It might be useful if the municipality would put more effort into explaining the idea behind the collaboration so the relevance of the collaboration becomes more clear to the actors. Whether the starting conditions have a negative or positive effect on trust differs per person and the relationship the actors already had with the others.

The institutional design of the network provides a strong basis for the collaboration. It only has positive effects on the quality of the collaboration, improving the level of trust, information sharing, commitment and the low threshold for contact.

Next to these three factors, there are three more factors that turn out to be of influence on the quality of the collaboration in the KrimpenWijzer. The first is the high employee turnover over the past 18 months, having a negative impact on the level of trust, common goal/vision, information sharing and low threshold for contact. Employees do not know each other that well anymore and it takes time to build relationships again. It also takes time for the new employees to see the common goal of the collaboration in this network. The second factor is the high workload, having a negative effect on commitment and information sharing. Actors do not have the time to fully commit to the collaboration process and act more on their own islands instead of sharing information with other actors. Lastly, the relationship with the mother organisation has a negative effect on the common goal/vision in the network. Especially in the beginning it was difficult for the employees to have a mother organisation with a goal and vision, but also the municipality having a vision on how the collaboration should work in the network.

Reflecting on these results, there seems to be a mismatch between the current type of network governance (lead organisation type) and the type of governance the municipality wants the network to be (shared governance type). This could explain why the different factors influence the indicators of collaboration as they do now, but why the respondents of the municipality are not happy about it and why there is still so much space for improvement. Suggestions for further research would be to repeat this study in similar healthcare governance networks to see if the same factors are of influence on the quality of the collaboration. Another suggestion is to compare theories from healthcare studies about collaboration with public administration theories, to see what the differences are and where they could be combined. It might be possible that collaboration theories focussed on the healthcare sector come up with different factors that influence the collaboration process.

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## 1. Introduction

Decentralisation has been a trend all over Europe in the past decades. Countries have switched between policies of centralisation and decentralisation several times and their arguments for one or the other are used both ways: in favour of decentralisation and against centralisation and the other way around (De Vries, 2000). For instance, the argument in favour of decentralisation that local policies better match desires of the local citizens can also be used as an argument in favour of centralisation: too many local policies makes it too difficult for the citizens of a country to understand the policies, so it is better to regulate on national level. Since the 1990s tasks have been transferred from national level to municipalities in the Netherlands as well. With the *Decentralisatie Impuls* (decentralisation impulse) of cabinet Lubbers-Kok responsibility for tasks like the environment protection law, education housing and welfare policy have slowly been transferred to municipalities (Boogers et al, 2008; Apotheker, 1998; Nijendaal, in: Donders & De Kam, 2014). Argumentations for decentralisation were mainly more possibilities of tailor-made policies, short lines between the allocating agency and citizens, greater possibilities of civil participation and more effective and efficient delivery of public goods and services (De Vries, 2000).

On the first of January 2015, another decentralisation of big impact took place in the Netherlands. Since that day, municipalities have been responsible for the implementation of three national laws in the social domain: homecare and guidance of elderly and disabled people, the participation law and youth care (Nijendaal, in: Donders & De Kam, 2014). Specific reasons for this decentralisation were easier ways to arrange healthcare for citizens and more clear and structured budgets of municipalities (Rijksoverheid, 2019). This development put a lot of pressure on municipalities, both because of the challenge of developing a suitable way to implement these policies and because of the increased responsibility for the welfare of citizens.

Different municipalities chose different ways to organise the new tasks. Some chose a more connective way of working between safety and care, others chose to separate elderly care and youth care (Municipality of The Hague, 2012; Municipality of Goeree-Overflakkee, 2013; Municipality of Krimpenerwaard, 2016). Neighbourhood teams and interdisciplinary networks arose, with a diversity of governmental organisations and private actors present, but also more focus on the social networks of citizens to provide the care citizens need as close to home as possible (Kooiman et al, 2018).

The trend of decentralisation, together with societal trends like ageing population and budget cuts in healthcare, makes it more important for healthcare professionals to collaborate with

each other, but also with governmental organisations (Supper et al, 2015). Governmental organisations agree on this need as well. Already since the 1980s governments seem to notice that further collaboration with other organisations is needed to solve societal problems and keep providing decent public services (Kim, 2007). Since that time a more network focussed approach is also coming up in Dutch municipalities (Kickert, 2003). For this new way of working, I follow Emerson et al. (2011: p.2), who describe collaborative governance as *“the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”*. Due to the decentralisation and more societal complexity as consequence of for instance the ageing population and more people with confused behaviour (Roza, 2016), the municipalities need the social workers, nurses and other care providers, including *mantelzorgers* (informal caregivers) in order to provide the healthcare people need and to keep the healthcare affordable.

What arises are complex governance networks, with different actors who have different strategies and, at the end, different goals. Even though the goal seems the same, providing good healthcare, there might be differences between the actors. The municipalities will have a more citizen focussed approach than private organisations who also want to make money out of the service provision (Van Ark, 2013). According to Klijn & Koppenjan (2016: p.11), we can describe these governance networks as *“more or less stable patterns of social relations between mutually dependent actors, which cluster around a policy problem, a policy programme, and/or a set of resources and which emerge, are sustained, and are changed through a series of interactions”*. In this thesis, the governance network clusters around the policy programme of healthcare.

Even though the decentralisation of homecare and guidance of elderly and disabled people, the participation law and youth care took place a few years ago, many municipalities still struggle with the implementation (ANP, 2017). The collaboration within the social domain seems far from perfect and there are worries about citizens not getting the care they need (Theunissen et al, 2018). So there are still a lot of uncertainties after the decentralisation about how to create good collaboration between multiple organisations.

One of the municipalities that decided upon the creation of a governance network is Krimpen aan den IJssel. The basic idea was one entrance for all issues related to healthcare, for young and old. With this idea in mind, they created the KrimpenWijzer, a network with different societal, private and governmental organisations. Citizens of Krimpen aan den IJssel can contact the KrimpenWijzer for questions and support in the areas of welfare, healthcare, raising children and growing up. Not only does the network exist of professional organisations,

but also of volunteers and citizens who are active in their neighbourhood. Some of them are more specialised in healthcare for children, youth or elderly, others provide more social care, like activities for children with problems and signalling functions in the schools (KrimpenWijzer, 2019).

So far, the collaboration between the actors in this network seems fine. All five organisations are situated in one building, which makes it easier to find each other. But still those actors are different types of organisations, with different histories, all put together in one network to provide one service. That it seems to work for now, does not mean there are no uncertainties or risks for fruitful collaboration in the future. And is the collaboration really as good as it seems?

### 1.1 Research Question

In this master thesis I will look into the theories about governance networks and collaborative governance and use the case of the municipality of Krimpen aan den IJssel to see how theories can explain such collaboration. The goal of this research is to test to which extent existing models on this topic can explain the quality of the collaboration in a real-life case. The KrimpenWijzer has been chosen for this research because it matches all core characteristics of governance networks, which will be discussed later. The research can be seen as a test on how far the theory is able to explain a practical example. The research question that will be answered is:

*What are critical factors in the collaboration processes within governance networks and which of these factors can be used to explain the quality of the collaboration in the KrimpenWijzer?*

This research question will be divided into smaller questions:

1. What insights do theories offer on governance networks?
2. Which theoretical insights does the body of knowledge on governance networks offer on quality of collaboration within these networks?
3. According to theory, which factors influence the quality of collaboration?
4. How can the quality of collaboration be assessed in the KrimpenWijzer?
5. Which of the theoretical factors that are supposed to influence the quality of collaboration can be found in the KrimpenWijzer?
6. How do these factors influence the quality of the collaboration in this case?

## 1.2 Societal Relevance

This thesis is of societal relevance because it creates more insight for municipalities in collaboration with private and societal organisations. As stated above there is still a lot of uncertainty about what is necessary for good collaboration between municipalities and other actors. By doing an intensive literature study and using the theory to explain an example of collaborative governance, factors that will lead to good collaboration will come up and can be used by other municipalities as well. Other municipalities can also learn from the problems and bottlenecks that will be encountered during this research. The decentralisation of 2015 was a big one, but more are yet to come. For example the *Omgevingswet* (environmental law), which will be implemented in 2021, will also have a big impact on the organisation of municipalities (Stadszaken, 2017). More governance networks might arise, so insight in the collaboration process can be very useful.

## 1.3 Scientific Relevance

This research is also of scientific relevance. Much of the research that has been done so far on collaborative governance is inductive research (Ansell & Gash, 2007; Keast et al, 2004; Emerson et al, 2011). These studies lead to broad theories and frameworks, considering a lot of variables and elements that might influence the process of collaborative governance. The theoretical frameworks give an important overview on how complex these processes can be and what should all be taken into consideration for the design of such a process (Ansell & Gash, 2007; Emerson et al, 2011). But how well can these frameworks and theories be used to explain a practical example? Not much research has been done on testing these working assumptions and validating them on the basis of case studies (Ansell & Gash, 2007; Bekkers & Tummers, 2018; Emerson et al, 2011). This research focuses on a small part of the already existing frameworks and assesses if this theory can be used to explain a practical example of collaborative governance. By using the theory to explain a practical example, it will contribute to a better understanding of collaborative governance in practice and therefor gain more knowledge that could eventually be adapted in the already existing theories and frameworks.

To answer the main question first a theoretical framework needs to be built. The next chapter provides this framework, together with more knowledge that has already been studied on governance networks. In chapter three the theoretical framework will be operationalised and in the methodology will be discussed how the data is gathered and what the pitfalls are of conducting a research this way. The network KrimpenWijzer will be explained in chapter four. With all this information and the gathered data subquestions 4, 5 and 6 can be answered in the analysis in chapter five. Hereafter only waits a conclusion with the answer to the research question and a discussion of the results.

## 2. Theoretical framework

In this section the first three sub questions will be answered. The chapter will start with an extensive explanation of governance networks, covering its core characteristics, complexities and different types. Hereafter a more theoretical section of quality of collaboration will follow, discussing how to assess the quality. The last part consists of a discussion of some models on factors that influence the quality of the collaboration in governance networks.

### 2.1 Governance networks

In the 1980s a New Public Management (NPM) approach was implemented in the public sector, with the neoliberal idea that society would be better off *“if the public sector as such would be downsized and the number of public officials could be decreased by privatisation and economic liberalisation”* (De Vries & Nemec, 2013: p.6). The public sector was supposed to work better if it would act similarly to the market sector.

Soon after a wide-scale implementation of neoliberal business methods, such as initiating competition in public service delivery, treating citizens as customers rather than inhabitants and in general a more result-oriented working style, the suggestion arose that NPM might not be suitable for the public sector.

One of the main critiques is the difficulty of measuring performance of public service delivery and the negative unintended consequences of trying to do so. Examples of these unintended consequences are the disorientation of the public sector: too much focus on the measurement instead of the purpose of the service; an inhibiting effect on innovation; and leading to organisation paralysis (Bouckaert & Balk, 1991; Smith, 1995). Problems as no clear goals in the public sector, the increase of bureaucracy and administration as a consequence of NPM and too much focus on private incentives rather than public values are named as well (Arnaboldi et al, 2015). Governing society is too complex to use a ‘simple’ market mode.

Whether the critics are right or wrong, public sector management (on local, national and international level) is still often result-based and the NPM way of thinking is not gone yet (Van Thiel & Leeuw, 2002). The decentralisations that are named in the introduction are a perfect illustration of this. However, other modes of governance have arisen as an answer to the critics of NPM. One of those modes is multi-organisational governance. Advantages of this type of governance are enhanced learning, the possibility of more efficient use of resources and increased capacity to plan for and address complex problems (Provan & Kenis, 2007). A specific form of multi-organisational governance is making use of governance networks. Those networks can be described as *“more or less stable patterns of social relations between*

*mutually dependent actors, which cluster around a policy problem, a policy programme, and/or a set of resources and which emerge, are sustained, and are changed through a series of interactions*" (Klijn & Koppenjan, 2016: p.11). There are multiple definitions of governance networks, but this one seems to fit best in this research. Other definitions often focus on the rise of a governance network around a problem or describe the interaction process more as negotiations (Sorensen & Torfing, 2009; Hajer & Versteeg, 2005), where the definition of Koppenjan and Klijn focusses also on the cluster around policy programs, which is the case with the decentralisations. Actors are working together instead of negotiating for their own purposes.

All authors agree that governance networks have some core characteristics (Klijn & Koppenjan, 2016; Torfing, 2005; Rhodes, 1996). The first one is that governance networks arise around complex policy problems that cannot be solved by one actor. Multiple actors are necessary to come to a solution, or to implement a policy. The second characteristic is the high interdependency between actors (Klijn & Koppenjan, 2016). Actors are unlikely to leave a network, since they are dependent on the other actors. This has to do with the different resources actors bring into the network (Torfing, 2005). Third, there are substantial differences in perceptions of the actors, which can make cooperation difficult. This already starts with the definition of the problem (Klijn & Koppenjan, 2016). Different actors have different interests. Not all actors, for example, will share the opinion that citizens need to get professional healthcare as soon as they ask for it. Domestic help organisations have an interest in having as many clients as possible since that is their selling point. The municipality however has limited funds for providing clients with professional help. Therefore, they will encourage people to first seek assistance from their social network (Van Ark, 2013). The last characteristic of governance networks is that the network shows durability over time (Rhodes, 1996). Because of this durability, actors get more used to each other, which influences the strategies they use, and some formal and informal rules arise. Processes that work well become institutionalised and processes that do not work well need to be changed in the next process (Klijn & Koppenjan, 2016).

Just like implementing NPM in the public sector, using governance networks also brings challenges. In the next part the complexity of the governance networks will be addressed.

### 2.1.1 Complexity within governance networks

From several studies can be concluded that governance networks are complex (Klijn & Koppenjan, 2016; Ayres & Stafford, 2012; Klijn et al, 2010a; Sorensen & Torfing, 2005). The complexities can be seen as challenges that should be dealt with in order to make the governance network work. Klijn and Koppenjan (2016) distinguish between three types of

complexity in governance networks: substantive, strategic and institutional complexity, which are related to the characteristics of the governance networks as stated above. Since this research is focussing specifically on a healthcare network, I will explain the different type of complexities with examples from more health-related issues.

Substantive complexity is caused by ambiguity about the problem. With a lot of different actors and a very complex problem, there can be various different perceptions on what the exact problem is (Klijn & Koppenjan, 2016). Definitions change over time, which also changes perceptions of problems. The definition of health according to the World Health Organization was first focussed on the absence of diseases. Later they changed this into a more holistic way of looking at health, including the physical, mental and social well-being, but also one's own ability to self-manage these aspects of well-being (Huber et al, 2016). So problems with health were first only seen as a person having an actual physical disease, while later issues with mental health were also defined as health problems. This has also changed the way of governing the healthcare sector, which is much more focussed on the mental well-being as two or three years ago (Nivel, 2018). Another characteristic of substantive complexity is that there is not one solution for the problems and that solutions change over time (Raisio, 2009). Therefore, in governance networks actors have to deal with different perceptions of problems, but also multiple solutions for the problems.

Strategic complexity has to do with the different actors. All actors have goals they want to reach for in the network. To achieve their goals, they individually decide on strategies. Often the goal is a certain solution for the problem that is most beneficial for the actor (Klijn & Koppenjan, 2016). The strategy that an actor chooses is dependent on the resources they have available. When an actor has a powerful position in the network because it owns resources the others are dependent on, its strategy will be different than the strategy of an actor who owns resources that are easily substituted (Van Gils & Klijn, 2007).

Institutional complexity is about the way things are institutionalised in the network. Institutionalising takes place when actors work together for a longer period of time and the working processes become some kind of rule. Scharpf describes institutions as "*systems of rules that structure the course of actions that a set of actors may choose*" (1997, in: Klijn & Koppenjan, 2016: p.108). It is not always a conscious choice to set a rule. The three main factors of institutional complexity are overlapping rules in networks, unclear rules and a lack of trust. This all causes uncertainty about the way the process is or should be developing and therefore makes the process more complex (Klijn & Koppenjan, 2016).

In conclusion, there are multiple challenges within governance networks, which makes it challenging to come to high quality collaboration. By discussing these complexities I want to emphasize that a properly functioning network, including good collaboration, is not a matter of

course. In the next part types of governance networks and ways of governing the network will be discussed.

### 2.1.2 Types of governance networks and types of network governance

Before looking into the critical factors and high quality collaboration, it is important to look at the typology of governance networks and network governance. Governance networks and network governance may look the same, but they are different, although related. Where the term *governance network* is about the network itself, *network governance* is about how the network is or should be governed. Klijn and Koppenjan (2016) describe network governance as “*the set of conscious steering attempts or strategies of actors within governance networks aimed at influencing interaction processes and/or the characteristics of these networks*” (p. 11). Different studies confirm that both governance networks and network governance can be classified in different types (Isett et al, 2011; Milward & Provan, 2006; McGuire, 2006; Provan & Kenis, 2007). Different types of networks ask for different focusses of the collaboration. A network that works towards one specific end goal will have a different collaboration process than a network that is supposed to build a long-term relationship. The type of network governance is important to know to estimate what is necessary to improve the collaboration.

#### *Types of governance networks*

The distinction between different types of governance networks is based on functions of the network. Popp et al. (2013) describe ten different types of networks. I will shortly discuss four of them here. Those are the four of which the functions seem most similar to the function of the network in this research.

The first one is an action network. In this type of network, actors exchange information, build administrative capacity together, but also come with programming strategies for clients that could be carried out by partner organisations. The action itself does also occur in this network. The action could be executed by one actor, but it is more efficient to do it with more actors (McGuire, 2006).

The second type is the problem-solving network. This network arises when the implementation of a policy is too complex to get it done by one party. Actors work together to gather more information and provide this information to people who need it in a clear way (Milward & Provan, 2006). An example is the way professionals get together to share information about how to run a decentralised, community-based health system (Weiss, 1990). These problem-solving networks arise around a problem that already exists and are less focused on building future relationships (Milward & Provan, 2006).

The function of the third type is service delivery. The services are jointly produced by more than two organisations (Popp et al, 2013). Actors in the network rely heavily on their



ability to inform and influence the actions of others. This means they have to intensively work together to prevent substantial inefficiencies in providing the services to citizens (Mays & Scutchfield, 2010). Often the government is involved to fund, and in some cases manages the network that provides the services, but she is not the one who delivers the services (Milward & Provan, 2006).

The last type is the collaborative governance network. The function of these networks is almost similar to the action network, very much focused on collective action. However, in this case the primary focus is not on the action itself, but on the direction, control and coordination of the collective actions (Popp et al, 2013). One should be aware of the fact that a collaborative governance network is different than collaborative governance. The type of network is about a specific group of actors working together, while collaborative governance is about a process of decision making.

### *Types of network governance*

No matter what type of governance network is applicable, there should always be some form of steering of the network. Provan and Kenis (2007) created a typology of this network governance along two dimensions: the network is brokered or not, and within the brokered networks there is a difference between participant governed or externally governed networks. When following these distinctions, Provan and Kenis come to three types of networks: Participant-Governed Networks, Lead Organisation-Governed Networks and Network Administrative Organisations.

The first form is the not-brokered network: the Participant-Governed Network. In Participant-Governed Networks the network is managed by the actors themselves. At the one extreme, there is the shared participant-governed network, where the management is highly decentralised and all actors are responsible for the functioning of the network. They all have a task in managing the internal network relationships and operations as well as the external relations with stakeholders, funders etc. It is also possible that a few actors act as responsible organisations for these tasks, probably the ones with the highest commitment.

At the other extreme, there is one organisation who takes the lead in the network: the Lead Organisation-Governed Network. When the network becomes bigger, shared governance might become too inefficient. Often the organisation who acts as the leader, has the most sufficient resources and legitimacy to play a leading role (Provan & Kenis, 2007).

The last type is the Network Administrative Organisation (NAO). In these networks a separate administrative entity governs the network and its activities. The NAO itself is not a member of the network but exists to support the network. The NAO can be one single organisation or an individual person, depending on the scale of the network (Provan & Kenis, 2007). An example of a NAO can be found in the Incident Command Systems. This is a

mechanism that is used for crisis response in the United States. The ICS coordinates multiple organisations when a crisis situation arises to act as soon as possible. The ICS is dependent on the network of organisations and its exclusive purpose is network governance (Moynihan, 2009). NAO's are often established when there is need for a lot of competencies in the network.

The reason why different types of networks and network governance are discussed is that those different types have different requirements to make the collaboration in the network successful. It is not a given that having one internal leader is better than shared leadership. Or providing successful service delivery is not always a measurement of achieving the goal of the network, for instance when the goal was better collaboration between parties. This all differs per network. Provan and Kenis (2007) created this insight to predict the effectiveness of a network with the variables trust, number of participants, goal consensus and need for network-level competencies, which lead to the following table:

Table 1: Key predictors of Effectiveness (Provan & Kenis, 2007: p. 237)

Governance forms	Trust	Number of participants	Goal consensus	Need for network-level competencies
<b>Shared governance</b>	High density	Few	High	Low
<b>Lead organization</b>	Low density, highly centralized	Moderate number	Moderately low	Moderate
<b>Network administrative organization</b>	Moderate density, NAO monitored by members	Moderate to many	Moderately high	High

These theoretical parts show that predictors of success differ per type of network governance (when one sees success as effectiveness). The most important lesson here is that not all indicators of successful collaboration are equally important, but that it differs per network. Later in this chapter trust and goal consensus (as common goal/vision) will be discussed more in depth, because they can also be used as indicators of the quality of the collaboration.

### 2.1.3 Analysing governance networks

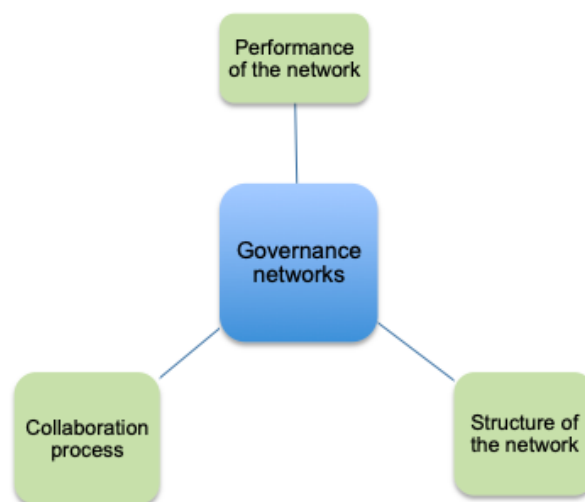
Not only the processes that take place within governance networks are complex, also analysing these networks is complex. Processes within networks are highly dynamic and change constantly. The multiple dimensions and domains that are involved in the governance networks also make it difficult to keep a good overview and analyse the whole process (Albrecht et al, 2014). To tackle this last problem a lot of researchers have defined different areas to keep in mind when analysing governance networks. Klijn & Koppenjan (2016) stick to

their division of substantive, strategic and institutional elements. Albrecht et al (2014) make differences between personal, organisational and institutional dimensions.

When taking a look on how the outcomes of governance networks are evaluated you see researchers making distinctions between different domains of governance networks. Differences are made between content outcomes and process outcomes (Klijn et al, 2010a) and between network performance, coordination mechanisms and abilities of network managers (Cristofoli et al, 2012). Popp et al (2013) also state that a multilevel analysis is necessary because the impact of the network will not stick to only one level. They make the distinction between individual, organisation, network and community levels (based on Hill, 2002; Provan & Milward, 2001).

When you compare these distinctions between levels, three main levels can be found. The first is focused on the structure of the network (Klijn & Koppenjan (2016); Albrecht et al (2014);Cristofoli et al (2012);Popp et al (2013)). The second is focused on the performance of the network (Klijn et al (2010a); Popp et al (2013)). The third is focused on the process of collaboration in the network (Klijn & Koppenjan (2016); Albrecht et al (2014);Klijn et al (2010a)), see figure 1. This thesis focusses on the collaboration process, but it is important to keep in mind that this is only one level of a governance network, which is related to the other levels.

Figure 1: Levels of analysing governance networks



## 2.2 Quality of collaboration

This research is focused on the relation between critical factors that influence the collaboration process of the governance network and the quality of the collaboration. As we have discussed above, collaboration is one of the levels that a governance network can be analysed on.

A good collaboration process is necessary to solve the complex issues in the governance networks. Emerson et al (2011: p. 4) use the term collaborative governance to describe this process: *“the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”*. Collaboration can be seen as a way to enhance the governance networks in their problem-solving capacities. It is a practical thing that needs to be implemented well, but often seems complex when multiple organisations are involved (Imperial, 2005).

To clarify the difference between collaborative governance and governance networks one can look at the difference between the network and the ‘games’. A game can be described as *“a continuing, consecutive series of actions between different actors, conducted according to and guided by formal and informal rules, and which arises around issues or decisions in which actors have an interest”* (Klijn et al, 1995: p.439). The place where these actions take place is called an arena (Van Gils & Klijn, 2007). The governance network can be seen as the arena and the collaborative governance process can be seen as the game played within this arena.

In the research question the dependent variable is the *quality of collaboration*. Assessing the quality of collaboration is difficult. Many different indicators can be looked at that are part of the collaboration. Think of effectiveness of the collaboration, outcomes or performance (Provan & Milward, 2001; Kenis & Provan, 2009). This research focusses more on the collaboration itself and less on the outcomes, because the outcomes/performances of the collaboration are hard to measure, since there is often no concrete end goal for implementing a policy (Popp et al, 2013). The quality of collaboration can be measured by different indicators. After a comparative literature research (see appendix 1) and considering the possible types of governance networks, the following will be taken into consideration: trust, commitment, common goal/vision and information sharing (Hudson et al, 1999; Klijn et al, 2010a; Ansell & Gash, 2007; Thomson & Perry, 2006; Wiig, 2002). The reason to choose trust, commitment and common goal is that they are named most often as important elements in the collaboration process (see appendix 1). These indicators also seem to fit because the network is created to

exist for a longer time period and they all become more important in long term collaboration (Klijn & Koppenjan, 2016; Johnston et al, 2010). Sharing information is chosen because this indicator matches the characteristics of the possible types of governance networks. All four types imply that sharing information is a necessary condition to come to either joint solutions, programmes or services (Popp et al, 2013).

### 2.2.1 Trust

Defining trust is complex. Klijn et al (2010a: p.196) define trust as “*a stable positive expectation that actor A has (or predict he has) of the intentions and motives of actor B in refraining from opportunistic behaviour, even if the opportunity arises*”. This definition does not really fit in this research. The network is built around providing healthcare, so the chance that actors are behaving opportunistically seems small, because otherwise citizens would not get the healthcare they need. Albrecht and Travaglione (2003) in their study on trust on public-sector management define trust as “*willingness to act on the basis of the words, actions, and decisions of senior management under conditions of uncertainty or risk*” (p.78). This research does not look at trust in the senior management, but the willingness to act is important. Rotter (1967) defines trust from a more psychological point of view as “*an expectancy held by an individual or a group that the word, promise, verbal or written statement of another individual or group can be relied upon*” (p.651). When these three are combined, the definition of trust becomes; *the willingness of actor A to act because he has a stable positive expectation that the word, promise, verbal or written statement of another actor B or the group can be relied upon*. Trust is an important indicator of collaboration because it leads to more information sharing, more openness towards the other actors and a better response to innovation/changes (Hattori & Lapidus, 2004). Trust can be measured by asking the actors on their level of trust, but it is also interesting to see what they think of the level of trust in general in the network because this says something about the information sharing and openness to other actors as well.

### 2.2.2 Commitment

‘Commitment’ is a term that appears more often in psychological or sociological studies than in the public administration field. According to Bielby (1992) there are two different types of commitment: one that is a rational decision and one that is noncognitive. This study wants to know if the actors in the governance network are rationally committed to the network, because they see the added value of the network for delivering the service of healthcare in this municipality. When looking at commitment specifically in this research, I look at the commitment to collaboration. This is slightly different than the original motivation to participate in the network. Commitment to collaboration means that the actor is willing to commit to the

process, even if the way the process is going is not what the actor had in mind when he joined the network. Therefore trust has an influence on commitment as well. When actors do not trust each other, they will not feel the necessity to commit/to act in the collaboration process, which will lead to a collaboration of lower quality (Ansell & Gash, 2007).

An important characteristic that plays a role here, as part of commitment, is a feeling of shared ownership of the collaboration. When the actors are truly committed to the process, they will feel like they are all responsible for the collaboration. A second part of commitment is the mutual recognition of interdependence. The actors see that they need each other, so they will be committed to the process. The last characteristic of commitment is openness to explore mutual gains. Actors are willing to work together and also see the benefits of seeking mutual gains (Ansell & Gash, 2007).

### 2.2.3 Common goal/vision

Actors start working together because they see that acting individually is not working as effective or efficient as it could be, or because someone else thinks that working together would have benefits for all actors. Either way, when the collaboration continues, actors start seeing themselves as part of a bigger whole. They start seeking common goals and create a common vision, if this was not imposed from the beginning (Keast et al, 2004). The goals and visions that are meant here are not necessarily about the end goal of the network or a vision where the network should be in five or ten years. It can also be about process goals and visions. What do participants want to get out of the collaboration in terms of better contacts with the other actors or do they have the same vision about how to come to less conflicts (Provan & Kenis, 2007). What occurs when actors start seeing a common goal or vision, is that they first see the whole picture. They no longer focus on their individual projects, but also create a vision about the whole network. Secondly, they create new values and attitudes related to the network. In some way, a new way of thinking arises, more network focussed (Keast et al, 2004). A common goal or vision has a positive effect on commitment to the process as well, because of the connectedness actors start feeling (Provan & Kenis, 2007).

### 2.2.4 Information sharing

Information sharing consists of three elements. The first one is about sharing information that is necessary for the provision of the right healthcare service, like sharing information on clients and giving feedback towards other actors when something goes wrong in the process. In governance networks actors need to share information in order to gain trust, but also to come to a common goal (which can also be good collaboration) (Klijn & Koppenjan, 2016; Ansell & Gash, 2007). The second element is sharing information on their own organisation and activities. This will help to create understanding from the other actors, and will create more

insight in what the value of the other actors is (Thomson & Perry, 2006). This way it will enhance to create a common goal of the collaboration (Wiig, 2002). As third, it is necessary that all the actors are open to receive the information the other actors are giving.

In conclusion, the quality of the collaboration in the research will be assessed by four indicators: trust, commitment, common goal/vision and information sharing.

## 2.3 Factors that influence successful collaboration

We now come to the factors that influence successful collaboration. When comparing different studies that have been done on factors that influence the collaboration of the network, too many pop up to deal with in this thesis (Ansell & Gash, 2007; Milward & Provan, 2006; Emerson et al, 2011; Klijn & Koppenjan, 2016). Nine different articles and a book have been analysed that all focussed on collaboration in governance networks, leading to around ten possible factors influencing the quality of the collaboration (see appendix 1). To make a selection first the elements that did not fit with the type of governance network were eliminated. Even though it is not clear yet which exact type of governance network we are dealing with, it is clear that it is a healthcare network and that it was created to provide the best healthcare services. So for example innovative/learning capacity (Emerson et al, 2011; Johnston et al, 2010) is not taken into account as a possible factor because there is no reason to assume that the network is focussing on innovation. Some of the factors are overlapping with the indicators of good collaboration in this research, like trust and commitment (Klijn & Koppenjan, 2016; Mandell & Keast, 2007), which are therefor also excluded as possible factors. Lastly, I looked at which terms could include more elements of the possible factors. Transparency and rules are two factors named more often, which could both be seen as elements of institutional design according to Ansell & Gash (2007). This selection process led to three factors that seem most relevant to take into account in this research: leadership, starting conditions and institutional design.

### 2.3.1 Leadership

In their research on environmental projects, Klijn et al (2010b) found that network management has a positive effect on outcomes. However, it differs per management strategy how big or positive this effect is. They made distinctions between strategies focused on exploring content, connecting, arranging, and process agreements. The connective management strategy seemed to have the biggest impact on outcomes. It is described as “*securing contacts between actors, improving relation, and so on*” (Klijn et al, 2010b: p.1081), so it is very much focused on the collaboration between the actors. Edelenbos et al (2013) also found the positive effect



of the connective management strategy on the collaboration process. The facilitative leadership of Ansell and Gash (2007) comes down to a similar type of management: focused on the collaborative process. They use the typology of Lasker and Weiss (2001: p.31) to describe four skills of a facilitative leader: 1) promote broad and active participation, 2) ensure broad-based influence and control, 3) facilitative productive group dynamics, and 4) extend the scope of the process. Both Klijn et al (2010b) and Ansell and Gash (2007) describe also the positive influence of leadership on trust, which is seen as an indicator of high quality collaboration in this research.

### 2.3.2 Starting conditions

At the start of a collaboration actors create their first expectations of the network and of the collaboration. It depends on two elements of the conditions at the start whether these expectations will be positive or negative. The first element is if the actors that are going to participate in the network already have collaborated before. In case that the actors have collaborated before and there were no conflicts or issues, expectations will be more positive. However, if there were conflicts, the actors will have more trouble in believing that the collaboration will work this time. This will mainly have an impact on trust in the network (Ansell & Gash, 2007). So it is relevant to know if the actors already knew the other actors before the network was created and what their relationship was. The second element of the starting conditions is the balance between actors in power, resources and knowledge at the start of the network. If every actor felt like they were fully up-to-date and had a say in the designing process of the network, they will likely be more committed to the collaboration later on (Gray, 1989). On the other hand, if actors find out that many things have already been decided when they are asked for their input, they will most likely feel that their contribution is not valuable and commitment will be lower.

### 2.3.3 Institutional design

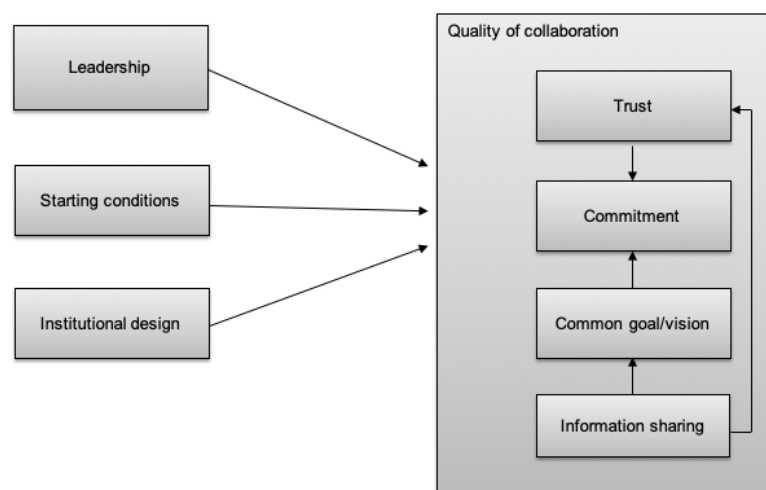
Institutional design concerns "*the creation of an actionable form to promote valued outcomes in a particular context*" (Goodin, 1996: p.31). This means that the design forms guidelines for appropriate behaviour of the actors, to come to a societal goal. This goal can also be a procedural goal, like high quality collaboration (March & Olsen, 1995; Bobrow & Dryzek, 1987). Two elements of the institutional design that have an influence on the quality of the collaboration are clear ground rules and process transparency. The ground rules can be both formal and informal. It is about who can participate (broad based inclusion is preferred), how often actors meet, what their budget is, if they are going to work with deadlines, but also informal rules like how common it is to walk by the other offices, do teambuilding or go for lunch together (Ansell & Gash, 2007; Skelcher et al, 2005). In all cases, the process should be



transparent. Actors should not feel excluded, meaning every actor needs to know why things are done in a certain way, otherwise it will lead to less commitment and trust (Ansell & Gash, 2007).

In following of the above described theory, a conceptual model can be drawn as in figure 2. This figure shows the relation between the different variables. The dependent variable is the quality of the collaboration, measured by four different elements: trust, commitment, common goal/vision and information sharing. Between these indicators, trust and common goal/vision both have a positive effect on commitment (Ansell & Gash, 2007; Provan & Kenis, 2007). Sharing information has a positive effect on having a common goal/vision and the level of trust in the network (Klijn & Koppenjan, 2016; Ansell & Gash, 2007) The factors that influence the quality of the collaboration are leadership (the connectiveness of the management strategy), the starting conditions (the history of the relationships between the actors and the feeling of actors having the same amount of information and influence at the start) and the institutional design (the clarity of the ground rules and the transparency of the process).

Figure 2: Conceptual model



### 3. Methodology

In this chapter I discuss my research approach. As stated in the introduction the research question of this thesis is: *What are critical factors in the collaboration processes within governance networks and which of these factors can be used to explain the quality of the collaboration in the KrimpenWijzer?* To answer this question in the last chapter a lot of theoretical concepts have been discussed. But these concepts are not measurable, so an operationalisation needs to be made. This is shown first and secondly I will give an explanation and justification of the research methods.

#### 3.1 Operationalisation

To make the concept of the theoretical framework measurable, the following table is created with a definition per concept, indicators that show the presence of the concepts and values that show to which degree the concepts are present. Quality of collaboration is assessed by four indicators: trust, commitment, common goal/vision and sharing information. Per indicator you can see a definition, how to measure these items and what the values are. The same applies to factors that influence collaboration, assessed by leadership, starting conditions and institutional design. In the theoretical framework I described per indicator/factor what important elements are. These elements you can see in the table as ‘indicators’. The values can be read as ‘the respondent states the indicator is present’ or ‘the respondent states that the indicator is not present’.

To increase the validity of measuring the different concepts, all indicators derive from research that has been done before. In these studies the indicators were relevant to contribute to the understanding of the concepts (Ansell & Gash, 2007; Keast et al, 2004; Klijn & Koppenjan, 2016; Thomson & Perry, 2006; Gray, 1989; Skelcher et al, 2005). To make sure the concepts used to describe the quality of collaboration are also valid in this study, first open questions were asked in the interviews to see if respondents agreed on what determines the quality of collaboration. If the indicators are also reliable is hard to say from one case study. Later in this chapter I will discuss more in detail how to deal with the results of this study in terms of reliability/generalisability.

Table 2: Operationalisation

Definition	Indicators	Value
<b>Quality of collaboration</b>		
<b>Trust</b>		
The willingness of actor A to act because he has a stable positive expectation that the	Perceived level of trust to other actors	The respondent is willing to give other actors the benefit of the doubt

word, promise, verbal or written statement of another actor B or the group can be relied upon	<ul style="list-style-type: none"><li>Actors are willing to give other actors the benefit of the doubt</li><li>Actors assume that others have good intentions</li></ul>	The respondent assumes the other actors have good intentions
	Perceived level of trust over all actors <ul style="list-style-type: none"><li>Actors stick to agreements</li><li>Actors take into account interests of others</li><li>Actors do not use the network for their own interests</li></ul>	The respondent states that actors stick to agreements
		The respondent feels like actors take into account the interests of other actors
		The respondent has the feeling that other actors do not use the network for only their own interests
Commitment		
A rational decision to commit to the collaboration process within the governance network	Feeling of shared ownership of the collaboration process	The respondent feels like he/she is partly responsible for the collaboration process
	Mutual recognition of interdependence	The respondent recognises the interdependence with other actors
		The respondent has the feeling that other actors also recognise the interdependence
	Openness to explore mutual gains	The respondent is open to explore mutual gains
The respondent has the feeling that other actors are also open to explore mutual gains		
Common goal/vision		
Actors start having a similar goal/vision on the network	Seeing the whole picture	The respondent does not feel as an individual actor anymore, but as part of the network
	New values (around the network)	According to the respondent new values have been created together with other actors
	New attitudes	According to the respondent actors have gained new attitudes towards the network
Sharing information		
Sharing information that is necessary for the right service delivery and about the actors own capacities/activities	Sharing information that is necessary for service delivery	The respondent states that actors are willing to share the necessary information for service delivery
	Sharing information on own capacities and activities	The respondent states that the actors share information about their own activities and capacities
	Having an open attitude to receive information of other actors	The respondent states that other actors receive their information and act like they know it
Factors that influence the collaboration		
Leadership		
Connective management/ facilitative leadership, focussed on enhancing the	Promoting broad and active participation	The respondent states there is an actor who promotes broad and active participation

collaboration within the governance network	Ensuring broad-based influence and control	The respondent states there is an actor who ensures broad-based influence and control
	Facilitative productive group dynamics	The respondent states there is an actor who facilitates productive group dynamics
	Extend the scope of the process	The respondent states there is an actor who extends the scope of the process
<b>Starting conditions</b>		
Conditions in the process of creating the network	Prehistory of cooperation or conflict	The respondent has pleasantly worked together with the other actors before the creation of the network
	Power-resource-knowledge (a)symmetries	The respondent has the feeling that all actors had the same amount of influence during the creation of the network
<b>Institutional design</b>		
The creation of an actionable form to promote valued outcomes in a particular context	Clear ground rules	The respondent states that the rules (formal/informal) of the processes in the network are clear
		The respondent has the feeling that other actors also think the rules are clear
	Process transparency	The respondent thinks that the collaboration in the network is a transparent process

## 3.2 Methods

To answer the research question of this thesis, I chose a qualitative research design. The reason for this choice is the importance of understanding the whole collaboration process. Even though not all factors that influence the quality of collaboration can be studied in this research, the goal is to find the most important ones. This can only be done by a more in-depth research method with the possibility to add more factors later, instead of the closed form that the quantitative method offers. Qualitative research also makes it possible to go into a more in-depth conversation with the respondents to understand the collaboration process. However, even though a qualitative method offers in general more in-depth information, it also has its risks in the area of validity and reliability because of the subjectivity (Brower et al, 2000). Below I will explain why the case of the KrimpenWijzer has been chosen, how the data collection took place and how the collected data is analysed. In all three sections I will also explain how the risks of qualitative research have been taken into account.

### 3.2.1 Case study

The research strategy in this thesis is a single case study. The reason that only one case has been studied is the lack of time/words for more cases. From these practical considerations the choice was made to study one case and to do this as completely as possible, so the whole collaboration process and the network are understood well, instead of studying two cases but both of them half. The case of the KrimpenWijzer has been chosen because it is a perfect example of the creation of a governance network after the decentralisation. In the next chapter I will explain this more in detail, but the network the municipality of Krimpen aan den IJssel created to provide healthcare services meets all characteristics a governance network is supposed to have according to Klijn and Koppenjan (2016). This network has also been chosen because of the contacts I already had there. An internship in this municipality gave me the possibility to get to know the network and the people better and to get an entrance to start studying this particular network. This also has its downside though, which I will discuss in the next section.

### 3.2.2 Data collection

The data is collected via semi structured interviews. The possibility of interviews to get a good image of the whole situation is the main reason why this type of data collection is chosen. When something was not clear or it turns out that different factors are of influence on the collaboration process than the theoretical framework implied, more questions were asked until everything was clear. That is also the reason that the interviews were semi structured. I was mainly interested in the factors that derive from the theoretical framework, so the questions that were set up before the interviews were based on these theoretical concepts. You can find the interview protocol in appendix 2. I have left room for other concepts as well. Interviews can become quite chaotic, floating from one topic to the other and back. To make sure all theoretical concepts were addressed, also a survey was created (appendix 3). In this survey the respondents were asked to rate the presence of the indicators on a five-point scale. To make the study more reliable, the survey was sent to all employees in the network. The interviews could clarify answers that are given by the majority of those who filled in the survey. At the end I did not use the outcomes of the survey in the analyses, because it was not filled in by more people than the respondents I interviewed. The outcome of the survey was used in some cases as guideline for the interviews. When the respondent filled in the survey before the interview, the questions during the interview asked for more explanations for the filled in answers.

The choice of respondents is key in keeping a research reliable. The respondents were found via a contact person within the municipality and the aim was two persons per organisation that is participating in the network. To not only get an image of how the actors in the network see the collaboration, also an involved actor from outside the network was interviewed. Table 3 shows an overview of the respondents for the interviews.

Table 3: Respondents

	Organisation	Function
1	ContourdeTwern	Consultant KrimpenWijzer
2	ContourdeTwern	Consultant KrimpenWijzer/team coordinator
3	Kwadraad	Consultant KrimpenWijzer
4	Kwadraad	Consultant KrimpenWijzer
5	MEE	Consultant KrimpenWijzer
6	MEE	Consultant KrimpenWijzer
7	CJG	Employee
8	Municipality	Employee Customer Service Centre
9	Municipality	Employee Customer Service Centre
10	Municipality	Wmo-consultant
11	Municipality	Process director KrimpenWijzer
12	Municipality	Process director Youth network
13	Municipality	Manager Social Domain
14	Organisation outside the network	Social worker

All interviews are recorded and transcribed. The coding of the transcriptions, to find patterns and relations, is done partly open. The dependent variables (trust, commitment, common goal/vision and sharing information) and the independent variables (leadership, starting conditions and institutional design) are used as codes, made up before the coding process started. During the coding process more indicators turned out to be important, which were added to the coding scheme. For the full coding scheme see appendix 4. The program Atlas.ti was used to execute the coding process. All the pieces of the interviews that said something about a certain code were added to this code as quote. This way a good overview arose of what was said by who about the different variables. The analysis is written based on these schemes per code/variable. By conducting the analysis this way, the research can be traced back to the interviews and the research steps are transparent.

### 3.2.3 Reflection

As Golafshani (2003) describes, it is hard to use the terms 'reliability' and 'validity' in reflecting on qualitative research because of the non-quantifiable nature of this type of research. It is more useful, according to her, to look at indicators like credibility, consistency, neutrality and quality (Golafshani, 2003).

Credibility is aimed for by interviewing all key actors that are active within the network, but also involved actors from outside the network. This way I did get not only an insider's view,

but also one from outside the network, which led to a better understanding of the network. This makes the research more credible because employees inside the network might be too involved to see patterns or processes clear. People from outside the network can have a more distant and neutral look at the network and its processes.

The internship I did can form a limitation of the neutrality of this research. This could lead to a subjective look at the data that is gathered. However, to minimise this risk I interviewed people I did not know that well. The place where the interviews took place were official meeting rooms within the municipal building, to keep the setting professional and prevent small talks. Also in the data analysis the neutrality and consistency had to be guaranteed. With transcribing and coding the interviews, the process of analysing is as transparent as possible so everything stayed as neutral and consistent as possible.

The last limitation of this research is the low generalisability. Unfortunately there was not enough time to do a multiple case study, so the insights that this study offers cannot be generalised to other similar cases. While reading, one needs to keep in mind that the goal of this research was to see if theory is able to explain the collaboration in this case and not that all lessons from this case can be applied to other cases.

## 4. Empirical context. The case: KrimpenWijzer

The case that has been chosen for this research is the healthcare network in Krimpen aan den IJssel: the KrimpenWijzer. Since the decentralisations in 2015 the municipality decided to combine forces of the different organisations that already worked in Krimpen aan den IJssel and created this network. In this chapter the process of creating the KrimpenWijzer will be explained, together with the actors that are currently participating and the functioning structures of the network. Most of the information in this first part is gathered via introductory interviews. At last, a link will be made with the type of governance networks and network governance that are discussed in the theory.

### 4.1 KrimpenWijzer conditions

#### 4.1.1 The start of the network

In preparation for the three decentralisations of the homecare and guidance of elderly and disabled people, participation law and youth care, the municipality decided to reform the structure of healthcare service provision as it was. While looking at what they already had and what was needed to execute the three new laws, there was decided upon the creation of two new networks. The first was the former *Balie Welzijn, Zorg en Opvoeding* (Information desk Well-being, Care and Education), turned into the KrimpenWijzer. The other is the *Krimpens Sociaal Team* (Krimpen Social Team), for more complex, multi-problem cases.

The KrimpenWijzer is the general entrance for inhabitants that need help or support in finding solutions for their problems in the areas of well-being, care, education and growing-up (and everything related to this). The network supports informal care givers (*mantelzorgers*), volunteers and inhabitants (Municipality of Krimpen aan den IJssel, 2018). Figure 3 shows how inhabitants come to the KrimpenWijzer with their questions and, if possible, are offered help by the KrimpenWijzer consultants. If more professional, specialised help is needed, the consultants will help them to contact the right professional. Or, in case of complex multi-problem cases, they will bring them in contact with a case manager of the Krimpens Social Team.



Figure 3: Entrance social domain Krimpen aan den IJssel (Municipality of Krimpen aan den IJssel, 2018: p. 5)



With the decentralisations, the national government also gave municipalities the task of *care continuity* (De Koster, 2016). In practice this meant that organisations that were already contracted by the municipality for providence of care, also had to be contracted again after the decentralisations. This led to a network that consisted of parties that were already present in Krimpen aan den IJssel for several years. The actors that were about to start working in the KrimpenWijzer were informed several times during the designing process, but at the end the municipality decided what the network should look like in terms of structure and coordination.

#### 4.1.2 Structure of the KrimpenWijzer

The structure at the beginning in 2015 was as follows. Both the KrimpenWijzer and the Krimpen Social Team were under municipal control. In practice this meant that four so called *process directors* have been installed, three for the Krimpens Social Team and one for the KrimpenWijzer. These process directors are responsible for the coordination of the work processes, support and progress monitoring. They are also mandated to decide upon the need of specialistic care and custom services (*maatwerkvoorzieningen*) and they are the link between the work field and the policy makers of the municipality (municipality of Krimpen aan den IJssel, 2014). In the KrimpenWijzer this structure started a little bit different in the first few

years. The process director that was installed was chosen because of personal skills and not based on working for the municipality or not. This led to a process director that was working at one of the other organisations that was participating in the network, instead of employed by the municipality. To keep the municipal control, there was decided not to give her the mandate to decide upon specialistic care or custom services, but instead give this mandate to the consultants that spoke to the inhabitants and decided upon these custom services. This is the reason why there is one department in the healthcare sector in Krimpen aan den IJssel that is part of the municipal organisation, the *wmo* consultants (*Wet Maatschappelijke Ondersteuning*, Social Support Act). Later that process director also became employee of the municipality, to make the structure more clear, but the *wmo* consultants kept their mandate.

### *Role of the municipality*

The municipality is responsible and accountable for the healthcare services that are provided. This is why the coordination of both the Krimpens Social Team and the KrimpenWijzer are under direction of someone who is working for the municipality. The managers and the policy makers of the municipality create a vision and policy of what the healthcare services should look like and what type of services are offered or compensated for the inhabitants. This policy is created with input of the process directors, who are then responsible for the implementation of the policies. This way the municipality is fully in control, while the 'real' healthcare work is done by external organisations.

### *Role for participating organisations*

The idea of the organisations in the KrimpenWijzer is that every one of them has its own specialisation. In the description of the actors in the network in the next part one can see that all organisations have a slightly different focus. However, the idea is that the organisations need each other to provide the best support or care for the citizens. This is why collaboration is so important, also in this network. In the design of the network a lot of space has been given to the organisations to find ways to collaborate and do their work. The process director keeps an eye on the overall progress and there are KrimpenWijzer meetings every four till six weeks. These meetings have lately changed in structure, from a more formal meeting with an agenda and update round to a more theme related meeting, with more in depth discussions.

One other important fact about the structure/design of the network: most of the organisations (except the *wmo* consultants and the customer service centre) are housed in the *Health-centre* in Krimpen aan den IJssel instead of in the municipal building. In this centre also other care providers are housed, like general practitioners, a psychologist and an midwife.

When looking at the core characteristics provided by Klijn and Koppenjan (2016) of a governance network, you can see that every one of them is met by the KrimpenWijzer. The network is formed around the policy problem of executing the three decentralised laws by the municipality. Actors are dependent on each other because they need the information of the other actors to provide the best health care possible for the inhabitants and because the municipality provides the money to do their work. All participating organisations have their own visions and goals on what the best service delivery should be, which makes the collaboration difficult sometimes. Lastly, the KrimpenWijzer is designed to function for a longer time period. Actors in the network already know each other from previous collaborations and the idea is that they all look together at how processes can be improved in the future.

#### 4.1.3 Actors in the network

At this moment there are acting five professional organisations within the network KrimpenWijzer. The municipality is represented by the customer service centre, the *wmo* consultants and the process director (of whom the role is already explained above).

The customer service centre is where the phone calls and e-mails for the KrimpenWijzer come in, approximately forty per day. The staff members of this centre try to estimate the right request for help. This can be hard sometimes while they are not trained (yet) in the area of dealing with 'finding the questions behind the questions' and emotional citizens who call for help. When the request for help is clear, they make a case in the register system, the *Suite*, and push the question forward to the right organisation that can offer the help.

The *wmo* consultants (consultants of the Social Support Act) decide if it is necessary that the municipality should offer help in terms of domestic support. The municipality is obligated to offer this 'compensation duty' when an inhabitant cannot find solutions anymore in his or her own (social) environment (Municipality of Krimpen aan den IJssel, 2019). Requests that are taken care of by the *wmo* consultants are for example related to stair lifts, wheel chairs or domestic help.

Next to these municipal departments, there are four non-municipal organisations. The first is *Centrum voor Jeugd en Gezin* (centre for youth and family). This organisation is responsible for the youth care, youth nurses and youth doctors. They offer monitoring of the development of children, basic medical care and they are responsible for the implementation of vaccinations. They also play an important role in early signalling of problems (Centrum voor Jeugd en Gezin Krimpen aan den IJssel, 2019). KrimpenWijzer requests that come in here will mainly be about education and growing up or any other child related areas.

MEE is an organisation that helps people with a disability. The disabilities may concern a physical disability, psychological disability, chronical disease or a type of autism. They help

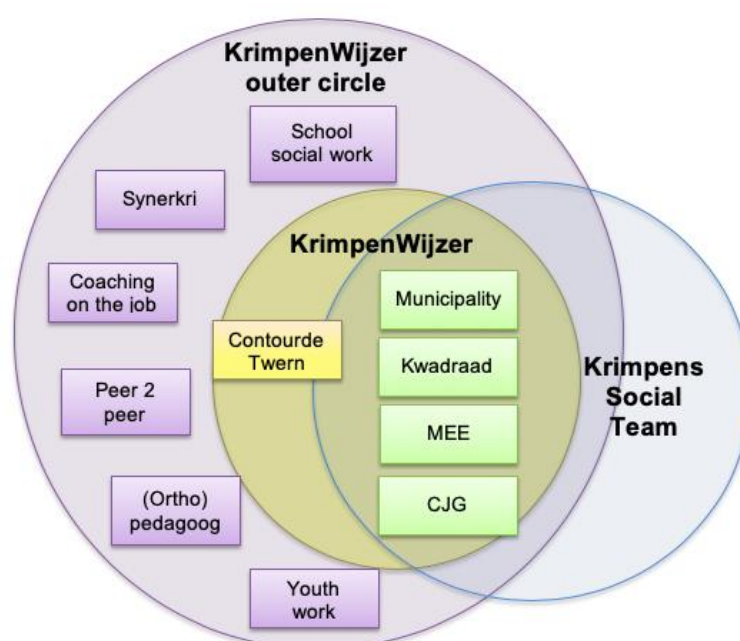
to increase the self-reliance of their clients and to find their own strength. MEE also offers a job-coach, a future coach and sports mediation in Krimpen aan den IJssel, all for the same target group (MEE Rotterdam Rijnmond, 2019). Requests that come in in the customer service centre that have anything to do with a disability will be forwarded to MEE.

There is also a welfare organisation present in the KrimpenWijzer: ContourdeTwern. This organisation offers social support, mainly by connecting volunteers to people who need support. The staff members are social workers, that are active in neighbourhoods, give elderly advice and coordinate the projects that are done by the volunteers (ContourdeTwern, 2019). Requests from citizens who need social support will be taken care of by ContourdeTwern.

The last organisation is Kwadraad. In Krimpen aan den IJssel they offer social work and mediation in neighbourhoods. Kwadraad offers more specialised help than ContourdeTwern, for more complex questions. The questions can be related to relationships and marriage, money and work, grief and loss, or conflicts and violence. In Krimpen aan den IJssel Kwadraad also organises the open walk-in hours on the Friday mornings, where citizens can come to ask questions and social workers and volunteers are present to offer immediate help (Kwadraad, 2019).

Many of the actors who work in the KrimpenWijzer also work in the Krimpen Social Team. Figure 4 shows how these networks overlap. There are also many more organisations that collaborate with the partners in the KrimpenWijzer, which are shown in the outer circle. The actors that are taken into consideration in this research are only the five that are explained above. These five organisations work in the same registration system and all act as the KrimpenWijzer for the inhabitants, and not under their own names.

Figure 4: Actors in the KrimpenWijzer and related actors



## 4.2 Type of governance network and type of network governance

### 4.2.1. Type of governance network

In the theory four different types of governance networks have been discussed: action network, problem-solving network, a service delivery network and the collaborative governance network. When looking at the above described ideas behind the network, the KrimpenWijzer corresponds the most with the service delivery network. The idea is that organisations need each other to jointly produce the healthcare services because they all have their own specialisations and do not own the skills or complete information to provide all the healthcare services. When a client does not have one problem that matches with the help of one organisation, the client will need help of at least two organisations. To prevent inefficiencies, it is important that the organisations keep each other up to date with the most relevant information if they 'share' a client, or that they help the other staff members by sharing knowledge.

The network is not focussed on building policies or programming strategies together, as in the action networks, because the municipality decides upon the policies. The problem-solving network is also not applicable because it often has a clear end goal: the problem that needs to be solved (Milward & Provan, 2006). This is not the case in the KrimpenWijzer, which is focussed on building long-term relationships to improve the collaboration that is necessary to help the clients. The KrimpenWijzer is also too practical, in terms of not only being focussed on collaboration, but having a goal for the collaboration (providing the best healthcare services), to match with the collaborative governance network type. Of course there is collaboration, but this is not the end goal of the network.

What this means for the collaboration in the network is that actors need to know how to find each other, what the actors do (in terms of what they are specialised in) and they must be willing to share information and knowledge with the other actors. If this is not happening, the whole process of getting the right information will take more time and there is the risk of inefficiency.

### 4.2.2 Type of network governance

When looking at the type of network governance that is present in the KrimpenWijzer, only one form of Provan and Kenis (2007) is applicable: the Lead Organisation-Governed Network. The municipality is the leading organisation in this case. Reason for this is the accountability that is laid on the municipality by the national government and the resources it owns. The other organisations are dependent on the money of the municipality and therefor have less say in

the steering of the network. As the manager of the Social Domain said in an interview: “*Who pays, decides*”.

According to Provan and Kenis (2007) this governance form means that there is no need for a high level of trust. Because there is only one leading organisation, the others just have to follow and the making of decisions is highly centralised. There should be a moderate number of participants to make the network effective, which is the case in the KrimpenWijzer. Goal consensus can be low, and there should be moderate need for network-level competence (Provan & Kenis, 2007). Whether this is also true in this network, and if the characteristics in the model of Provan and Kenis (2007) really are the best indicators to say if the network works well will be shown in the next chapter.

## 5. Analysis

In this chapter I will compare the data that is collected via the interviews to the theoretical framework of chapter two. In the first part the sub question “How can the quality of collaboration be assessed in the KrimpenWijzer?” will be answered. In the second part the two sub questions “Which of the theoretical factors that are supposed to influence the quality of collaboration can be found in the KrimpenWijzer?” and “How do these factors influence the quality of the collaboration in this case?” will be discussed.

But first I will say something about how the data collection went. As described in chapter three fourteen interviews are held, which is not the aimed two respondents per organisation unfortunately. I dealt with this by asking the only respondent of an organisation also further questions about how he or she felt other employees of that organisation felt about certain topics. This makes the research less reliable, but it only applied to one organisation (the *Centrum voor Jeugd en Gezin*). The survey was not filled in by more people than the interviewees, so I did not find it useful to analyse the outcomes of the survey since the survey was only meant to increase the reliability by finding information of how other employees than the interviewees felt about the collaboration.

In case respondents had contrary views about indicators of the quality of collaboration or about factors that influence the collaboration I checked if the differences existed between different organisations or also between respondents within the same organisation. In all cases the views within organisations were on the same page. I noticed that it were mainly the respondents who are working for the municipality or for MEE who were more critical than the other actors in the network. I only interviewed some employees of these organisations so no definite conclusions can be made about difference in criticality between the organisations. An example where the critical look was more present at respondents from the municipality was in assessing the level of general commitment in the network. All respondents from the municipality had their doubts and told that it could be improved, while the other actors stated that it was good and they were all very committed to the collaboration process. In the analyses the overall assessment of the different indicators and factors are written down and not necessarily all the different opinions since they mostly aligned. However if the opinions varied too much or there was a clear division into two camps I wrote them down as well and took them into account in the overall assessment of an indicator or factor.

### 5.1 Quality of the collaboration

To check if the theoretical indicators of high quality collaboration matched with the perceptions of the actors, the first question in the interview always was ‘what do you consider as good

collaboration?'. The answers confirmed that trust, commitment, common goal/vision and information sharing are indicators that work well to measure the quality of the collaboration, at least in this network. There was one more indicator the participants came up with: low threshold for contact. I will discuss all indicators below to give a complete assessment of the quality of collaboration in the KrimpenWijzer.

#### 5.1.1 Trust

In a network that is focussed on healthcare, the cases that employees are dealing with can be quite shocking. Therefore it is important to talk to your colleagues and not take everything home with you, which makes trust one of the most important indicators of the collaboration in this research. It was said multiple times during the interviews that trusting each other is the basis of working together. This does not correspond to the theory of Provan and Kenis (2007), who state that in a Lead Organisation-governed Network trust is not necessary to be effective. An explanation could be that the actors in the KrimpenWijzer network have more freedom in making practical decisions that are related to their work than Provan and Kenis had in mind with their lead organisation-governed network.

The indicators of trust were the perceived level of trust of an actor towards the other actors, and the overall level of trust among actors in the network. Overall the level of trust between the actors is good. Actors stated that they felt positive in trusting the other actors. Only in times when many new employees start working in the network, trust need to be built again. Respondents stated that the level of trust is good, but was higher before. But still everyone seems to have good intentions and the question if the respondent was willing to give other actors the benefit of the doubt was even seen as odd because there is no doubt in the first place. Within the good intentions the focus differs per organisation in getting the administrative work done right or focussing more on helping the clients.

*“So everyone can have his or her good intentions, but the one focusses more on the clients and less on the administration. This can cause some friction, so to say. But the heart is in the right place.” (Kwadraad, 2019)*

So people stick to their agreements, actors feel like everyone has the right intentions and “*the heart in the right place*”. The institutional design of the working processes also shows a lot of trust from the municipality to the organisations and staff members that are working in the KrimpenWijzer. Staff members feel like they got enough space to look for more cooperation, to find each other and to learn from each other.



Overall the level of trust is good. Respondents state that other actors have good intentions, giving each other the benefit of the doubt was not even applicable because there was no doubt, actors stick to their agreements and take into account the interests of other actors. Colleagues do not only trust each other in the collaboration, but also in sharing concerns or feelings.

### 5.1.2 Commitment

The indicators of commitment in this research, following from existing literature, were feeling of shared ownership of the collaboration process, the mutual recognition of interdependence and openness to explore mutual gains (Ansell & Gash, 2007). To start with the feeling of shared ownership: this is something that seems missing. Especially the process directors have the feeling that many employees look at them for coordinating the collaboration process and that feeling a responsibility is missing.

*“I feel like this can still be improved. People feel responsible for their own work and do their work as the KrimpenWijzer. But if they really feel responsibility in the KrimpenWijzer for development, helping each other, going to meetings... I don't think so.” (Municipality, 2019)*

They feel like most of the teams that are working in the KrimpenWijzer are self-organising, so putting some effort in the collaboration is part of your tasks. Employees of the participating organisations confirm these feelings. They state that indeed people feel responsible for their own work, but not for the broad collaboration within the KrimpenWijzer.

If the actors feel like they need each other, the mutual recognition of interdependence, is also questionable. In theory the actors do really need each other to make the processes go as efficient as possible and to provide the best services, but in practice not every employee seems to notice this. It also differs per person. The longer people are working in the network, the more information and knowledge they have themselves. New people will have to ask more of the other actors to collect all the information and skills they need to help a client. Important here is that you know what the other actors have to offer. If this is not clear, it is also difficult to say if you need someone or that you have to figure everything out by yourself.

Exploring mutual gains does not seem to be done regularly in this network. People are focussed on their own work and find collaboration when they need each other. Due to the high workload no one seems to have time to find mutual gains, even though the KrimpenWijzer meetings are inviting to do this. The main goals of these meetings are to have a regular moment to see the other actors and to stay up-to-date about what is going on outside your own organisation. It helps to talk about what every organisation is doing, also in terms of finding more collaboration to come to a mutual gain. Often the ideas arise, but there is no time to put it in practice.

*“Especially in the beginning we all have invested a lot of time in the collaboration. Only the last year, the last ¾ year I see this becoming less. You know where to find each other, so if some is involved in a case you will find him, align actions and do it together, but that happens less and less often.”* (Municipality, 2019)

In terms of general feeling of commitment to the agreements that have been made, as in committed to go to the meetings that are planned every six weeks, everyone feels committed. Of every organisation at least one person goes to these meetings and they even always try to have two people going. They all find it important to see each other face-to-face every now and then because this makes contacting each other easier. There is only one party that does not attend the KrimpenWijzer meetings, because this was not taken into account at the design of the collaboration process: the customer service centre. The people that work here really want to find those mutual gains, improve the working processes and get feedback on what is going well and what not, but it is not working this way yet. Because they are placed in a different building than most of the KrimpenWijzer organisations they also do not know everyone and feel less up-to-date about the KrimpenWijzer than they would want to. The connectedness they feel with the KrimpenWijzer differs per person who is working in this part of the network. It would really help for them to also attend the KrimpenWijzer meetings, to at least stay firmly up-to-date and to be able to do their job the best way possible.

Overall there is a lot of space for improvement in terms of commitment. There is hardly feeling of shared ownership of the collaboration process, not enough mutual recognition of interdependence and there is not exploring of mutual gains. The only positive thing about the commitment is that the actors who are invited to the KrimpenWijzer meetings all take time and effort to really go to these meetings.

### 5.1.3 Common goal/vision

From the theory the three indicators of a common goal or vision were focussed on the goal or vision of the collaboration. The interviews, however, showed that it is also necessary to have a common goal or vision of the network itself and not only of the collaboration.

*“Having a common vision about what the collaboration should look like does not make us feel like a team.”* (MEE, 2019)

The three indicators of the theory also did seem like they said something about the collaboration. Without asking for it, most of the respondents came up with how it really helped

that they were all working as the KrimpenWijzer instead of going out as their own organisation. This makes them feel like they have to do it together and they feel more connection with the other actors, which points at seeing the whole picture, one of the indicators.

*“What I think really helps, I must say, is that we all work here in Krimpen as the KrimpenWijzer. Why? Because it makes you feel KrimpenWijzer.” (ContourdeTwern, 2019)*

It was not that easy for all actors to stop working as their own organisation and come out as the KrimpenWijzer. For example for employees of ContourdeTwern, who worked here already for thirteen years, it was quite a change to say I am working for the KrimpenWijzer now, even though their work stayed the same. The CJG as well had some difficulties. They decided only one year ago to also accept that they are part of the KrimpenWijzer.

*“At meetings, for example as last week, when they ask ‘who is here from the KrimpenWijzer?’ then we stand up. If they would have asked this one year ago, then I would have said no I am here from the CJG. So we’ll get there, but it takes some time.” (CJG, 2019)*

So because of working under the flag of the KrimpenWijzer new values around the network and new attitudes towards the network have also been created, which were two of the indicators of common goal/vision.

But even though most actors feel like they are part of the KrimpenWijzer, not all share this opinion. For example the *wmo*-consultants do still feel like they are very different than the other actors. That they are officially working for the municipality is one of the factors that influences this feeling. The working protocols are very different than the other organisations within the network. An example is the reporting obligation employees of the municipality have. When a *wmo*-consultant has a house visit and notices that the client is working illegally next to receiving unemployment benefits, they have to make a registration. For a welfare organisation like Kwadraad, the relationship you build with a client and confidentiality are more important than making a registration at the municipality. Off course they tell the client that what they are doing is not allowed, but they see it not as their task to inform the municipality. These different values cause tension sometimes and leads to discussions in the work meetings of the KrimpenWijzer.

*“If I have to say if I see myself as part of the KrimpenWijzer or as the wmo, that is difficult. I don’t see myself as the KrimpenWijzer, I still see myself as a person from social domain, who has a very different role. The KrimpenWijzer is just a name, but I play my own part.” (Municipality, 2019)*

*“Well the difficult part is that some of us are working from the municipality. So they have another role, so to say. I am working from the KrimpenWijzer, but I also feel influence of Kwadraad. So in my actions, in my behaviour, I also need to show that I work from Kwadraad. And this causes tension with the wmo interests.” (Kwadraad, 2019)*

Everyone seems to see the same end goal, but the way to reach this goal differs per organisation. When I asked about the goal of the network, all actors gave more or less the same answer: accessible support for the people who need it, so everyone can participate in this society. The support is supposed to be temporarily, so people can do it on their own afterwards. There was one thing that was mentioned by a few respondents: the financial aspect of the support. Most of the actors preferred support based on the question, but a few mentioned the scarcity of budgets. This is a point where actors also did not create a new value with the whole network.

*“Yeah the cost awareness... some colleagues say we just fix the support, the financial part is not my business, how much it costs. Well I think differently. So that common vision... that differs a lot.” (MEE, 2019)*

Overall the common goal and vision among the actors in the KrimpenWijzer can be improved. Most of the actors do see the whole picture and state that they do not feel as an individual actor anymore, but not all of them. New values and new attitudes have been created, but not on all points yet.

#### 5.1.4 Sharing information

Sharing information was divided into three elements: information that is necessary for the service delivery, sharing information about ones own activities and capacities and having an open attitude towards receiving information. The interviews showed that sharing information that is necessary for service delivery is mainly about keeping the other actors up-to-date. Most of the respondents also felt that they should not only focus on their own expertise when they see a client, as a part of information gathering for their partners. That every actor has its own specialisation does not mean that the client should go to all the organisations if he or she has multiple issues, that is why they created the KrimpenWijzer in the first place. But this also means that the employees within the network should look a little bit further than their own expertise. When someone goes on a home visit for domestic help, they should also be aware of loneliness for example. So instead of gathering information at other actors, there is also the

informal rule within the network that you look for more than only your own specialisation when you are in contact with a client.

The manager is wondering if the actors really know how to find each other and to share all the necessary information. The process director as well thinks this could be improved a lot. The actors are by far not using the knowledge and expertise of the other actors enough.

*“Only when they are forced. The KW’ers and KST’ers are not allowed to give indications, so only then they know how to find the way to the wmo’er.”* (Municipality, 2019)

According to the actors themselves, this is not a problem. They feel like they share information when necessary for the service delivery. Many interviewees (inside the network, but also the organisation from outside the network) brought up that the different networks within Krimpen aan den IJssel are known for the *short lines* and when necessary they know how to find each other. When asking for help, no one rejects these requests and there is always time for meetings when they are considered valuable.

*“Krimpen is still known for the short lines, we know where to find each other, if necessary we tap it to others and the interest of the citizens is central.”* (MEE, 2019)

In sharing information that is necessary for service delivery, feedback is important information too. This could only improve the working processes, which will make the service delivery faster and better. Some of the actors state that giving feedback is going well, but the process director feels like this is still a focus point. Employees often come to her to complain about things that are going wrong because the other actors do not stick to the rules of the working processes. In the customer service centre they agree on this point. It is important for them to know what went wrong in making the registration of a client and linking it to one of the participating organisations. They sometimes hear that another organisation is working on case than the organisation they linked to client to, but they were never told that did something wrong or that they should have linked it to another organisation.

In sharing information on their own capacities and activities, and the openness of the other actors to receive this information seem to be some problems. Maybe this is also where the manager and the process director were referring to when noticing that actors did not know enough of what the others are doing. Everyone seems to know a little what the other actors exactly do, but a complete overview does not exist.

*“I think we know more or less who we need for what case, but that is what you find out over time. There is a list with everyone’s skills. I know it exists, but I wonder if it is used.” (MEE, 2019)*

The main problem at this moment seems to be that there is no platform to share information on what the actors are doing. The KrimpenWijzer meetings are more about practicalities that need attention at this moment. Meetings where people from outside the network are participating as well are too vague according to respondents. There is no clear goal of the meeting, which does not make it easier to share a lot.

Another problem is that actors do not seem to have an open attitude towards receiving information about what other actors exactly do. This could be related to the fact that they do not always see the necessity to work together or the added value that could be created from collaborating. Especially the CJG suffers from the other actors forgetting what their expertise is and how useful they could be in the network. Other actors state as well that it is important to keep repeating your activities and expertise, because others forget. The process director tries to decrease this problem by changing the concept of the KrimpenWijzer meetings, together with setting up a new training process for new employees. Every new employee now has to go to every participating organisation in the network to hear what they are doing.

Overall the sharing of information could be improved. In service delivery it does not seem a problem yet, because there are still many employees who were taught to look at problems as a generalist. Even though this is not necessary anymore, they still have a broader view than only looking at their own expertise. Changes in employees also make knowledge disappear. The biggest problem seems to be that actors are not fully up-to-date about the activities and expertise of their colleagues. This makes it harder to make the collaboration, but also the quality of the service delivery, as good as possible.

#### 5.1.5 Low threshold for contact

According to the respondents low threshold for contact is also an important indicator of high quality collaboration. Overall this seems no problem in the network. Because most of the participating organisations are working in the same building, it is easy to walk by the other offices and easy contacts are made at the collective coffee machine.

#### Overall quality of collaboration

Overall the quality of the collaboration within the KrimpenWijzer is okay, but there is still much space for improvement. The level of trust is good and actors share the necessary information for good service delivery. However this information sharing could be a lot more, according to

the process director and manager of the municipality who helped to create the network. Actors feel like they know how to find each other and people are proud of the short lines Krimpen is known for. But maybe because the actors feel like everything is all right, they also miss opportunities to improve the collaboration even more, at the level that was thought of at designing the network. Actors feel like they are all KrimpenWijzer, but still function as separate parts. Especially the last year this seems to get worse. Also from outside the network the KrimpenWijzer is seen as not one big network, but still smaller parts:

*“It is the KrimpenWijzer as a whole, but in my opinion it still exists of smaller pieces who work next to each other instead of together in one circle. All the actors are still single parts in a larger whole. And if you ask me, it would be very handy if these single part start working together, because children who are two years old also become twelve or thirty or seventy.”*

(Organization outside the network, 2019)

Not seeing the necessity to collaborate more and therefor missing crucial information on what the actors are capable of seems the biggest lack in the collaboration. In the next section I will delve deeper into the factors that could be of influence.

Table 4: Summarizing table of the quality of collaboration in the KrimpenWijzer

Indicator		Summary	
Trust			
Perceived level of trust towards other actors		Respondents state that they trust the other actors. There is no doubt in the first place and all assume that other actors have good intentions, even though working methods differ sometimes. The perceived level of trust was higher before many new employees started working in the network, but this has to grow.	
<ul style="list-style-type: none"><li>Actors are willing to give other actors the benefit of the doubt</li><li>Actors assume that others have good intentions</li></ul>			
Overall level of trust in the network		All respondents state that actors stick to agreements, that they have the feeling that actors take into accounts interests of others and that the network is not used for own interests.	
<ul style="list-style-type: none"><li>Actors stick to agreements</li><li>Actors take into account interests of others</li><li>Actors do not use the network for their own interests</li></ul>			
Overall		The overall level of trust is good.	
Commitment			
Feeling of shared ownership		This is missing in the network. The respondents state that people feel responsible for their own work, but not for the broad collaboration process.	
Mutual recognition of interdependence		Actors do not see the necessity to work together on a higher level. They collaborate when a specific case is asking for it, but actors do not see how they are interdependent. Respondents from the municipality feel like this is a loss in this network.	

Openness to exploring mutual gains	Not much time is spent on exploring mutual gains and due to the missing of feeling of shared ownership and no recognition of the interdependence this is also not felt as a loss. Only respondents from the municipality see this as an important missing part, which could improve the collaboration a lot.
General feeling of commitment	Even though the above described elements of commitment are not present, most actors still feel like they are committed to the collaboration. This is mainly because they all take the time and effort to go to the KrimpenWijzer meetings.
<b>Total</b>	<b>The overall level of commitment could be improved on three out of four elements.</b>
Common goal/vision	
Seeing the whole picture	It helps for seeing the whole picture that all organizations present themselves as KrimpenWijzer now, but not all actors feel completely comfortable about this yet.
Creating new values towards the network	The actors still often behave according to their own values, that sometimes clash with values of other actors.
Creating new attitudes	New, more positive, attitudes have been created through collaboration, although there are still areas (for example about processes in the network) where attitudes still not align.
Seeing the same goal of the network	Everyone sees the same goal of the network: accessible support for people who need it.
<b>Total</b>	<b>Most of the actors do not feel as individual actors anymore, but part of the network. However, the common goal and vision in the network could still be improved.</b>
Sharing information	
Necessary information for service delivery	Actors keep each other up to date, take into account what knowledge is necessary to help the clients, but actors do not give each other enough feedback to improve the service delivery. It helps that the actors were first taught to become generalists instead of specialists at the beginning of the network.
Information on own capacities and activities	Actors do not share this information and there is no platform to facilitate this sharing. The concept of the meetings is changed now to increase this.
Open attitude to receive information	Actors are willing to listen, but seem to forget is told by the other actors about what they do.
<b>Total</b>	<b>Sharing information could be improved on all levels, but mainly on sharing information on capacities and activities of the actors.</b>
Low threshold for contact	
<b>Total</b>	<b>Actors feel very comfortable to contact each other.</b>
<b>Total</b>	<b>There is still a lot of space for improvement in the collaboration in the KrimpenWijzer.</b>



## 5.2 Factors of influence on the collaboration

In this second part the factors from the theory will firstly be discussed: leadership, institutional design and starting conditions. The interviews showed that these were not the only relevant factors. Changes in employees turned out to be one of the biggest influences on the quality of the collaboration in the KrimpenWijzer, as well as workload and relationship with the mother organisations. Below will be explained how all these different factors influence the quality of the collaboration.

### 5.2.1 Leadership

As said, the leadership within the KrimpenWijzer is mainly done by the process director. But the actors are also supposed to be self-organising and have their own responsibility to make the collaboration work. The four indicators of facilitative leadership were promoting broad and active participation, ensuring broad-based influence and control, facilitating a productive group dynamic and extending the scope of the process.

Promoting broad and active participation is the task of the process directors in the KrimpenWijzer. They are installed to keep a helicopter view on the collaboration, to monitor the progress of the network and to give support when necessary.

*“What you notice is that leadership is necessary to connect everyone, to question, to repeat our vision, so not a hierarchical structure or that we give orders, absolutely not. We mainly are here to activate people to carry their own responsibility. What do you see, what would you want to change, what are you going to do, instead of throwing everything over the fence.” (Municipality, 2019)*

In case of the KrimpenWijzer leadership comes down to organising meetings, personal conversations to find out where people struggle, finding trends in service delivery to anticipate on and to find a collective offer for the inhabitants of Krimpen aan den IJssel. The process director of the KrimpenWijzer herself says that it is difficult to do her job well, next to the other hundred things there are to do. For example things she wanted to do years ago, like creating a new training process for new employees, she only found the time for now. That is why it is also important that actors feel responsible for the collaboration process as well, because coordinating this process is not the only task of the process director.

*“I also feel like the teams should feel more responsibility. At this moment there is no one in the teams, even when they are self-organising, who stands up and says ‘oh I will make sure*

*there is a connection with the other teams'. They all look at me like 'can you just do it'."*

(Municipality, 2019)

So promoting broad and active participation is a task everyone in the network should feel responsible for. The actors who participate in the network do also not see the role of the process director as a highly leading role on this aspect, what most of them do not find a problem. The process director of the network has a lot of knowledge about what everyone does and how processes work in the network, so for questions they can always contact her.

The second indicator was ensuring broad-based influence and control for every actor in the network. This indicator does not seem applicable in this network because it is the municipality who decides upon the main outlines of the network. But for smaller decisions, everyone's voice is equally important. For instance the KrimpenWijzer meetings that will get a new form was the decision of all participating actors together. They discussed if the current form was still appropriate and then decided what form would be preferred. So for smaller decisions this is done well.

For facilitating a productive group dynamic the process director of the KrimpenWijzer has lately installed two new activities to improve the collaboration. The first one is the program for new employees. Every new employee now makes a tour along every participating organisation in the network, to hear from someone who works there what the organisation does and what the added value is in the network. It also helps for the organisations to meet the new employees, especially since staff changes have a big influence on the collaboration as we will see later. This type of activity, organised by the process director, has a positive influence on sharing information as indicator of good collaboration.

The second activity that has started is the so-called *intervention* meeting. These meetings are more work related than collaboration related, but are helpful because sharing experiences is also useful in the healthcare sector. Multiple actors state that these meetings have a positive effect on the trust level in the network. In these meetings people have to be honest and talk about how they feel. The information that is shared here is confidential, so trust is necessary to make the meetings as effective as they should be.

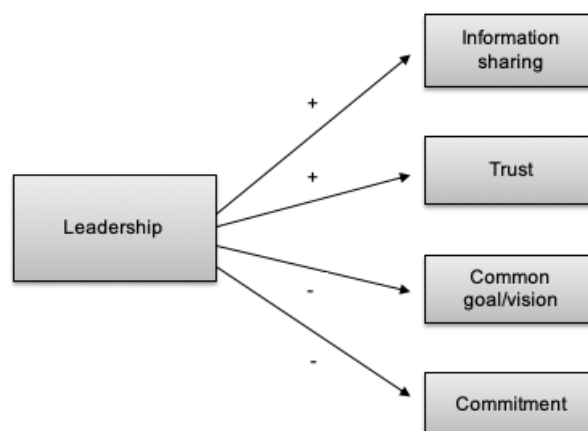
For extending the scope of the process a more leading role would be beneficial. Some respondents stated that it would be good to make the role of the process director more proactive. Especially when it comes to the common goal and vision about collaboration in the network, it would help if someone would take a leading role.

*“That is not present in the network. You need to organise it yourself or find your own way. But there is no one with a vision who says this is how we collaborate with each other.” (MEE, 2019)*

This lack of leadership has a negative influence on the common goal or vision in the network. The collaboration now highly depends on the good will of the participating actors. That there is no leading role in creating a vision on the collaboration could also explain why this network scored not well on commitment as indicator of good collaboration. When the actors only know how to find each other when really necessary and do not see the interdependency because this vision is not clear to them, it also becomes harder to seek for mutual gains. People just do their jobs and find collaboration that is necessary for the service delivery, but will not look into the possibilities to improve the process or find activities to organise together because they do not see this as their jobs. It was a conscious choice of the municipality to lay a lot of responsibility for the collaboration at the actors in the network, but it seems that the actors would prefer more guidance in this.

In the KrimpenWijzer network the main issue with leadership is the lack of someone who extends the scope of the collaboration process. This could explain an important part of the lack of commitment and why the common goal/vision can be improved. Promoting broad and active participation is something that is done by every actor in the network, together with ensuring broad-based influence and control. Lately new efforts have been made by the process director in the field of facilitating a productive group dynamic, which were highly appreciated by the actors in the network and according to them lead to more information sharing and more trust.

Figure 5: Relationship between leadership and indicators of good collaboration



### 5.2.2 Starting conditions

As explained in the previous chapter the KrimpenWijzer was created in 2015 under municipal control. The municipality decided, partly based on ongoing subsidy relationships, who were the actors in the network and how the structure was going to be. The indicators of the starting conditions according to theories were the prehistory of cooperation of conflicts between actors in the network, and the presence of power-resource-knowledge asymmetries.

First the prehistory of cooperation or conflicts. Krimpen aan den IJssel is a village that counts around the 29.000 inhabitants (Stadindex, 2019). Because of the small size and many people that live and work here, it is quite common that people already know each other. This is also the case for many of the employees in the KrimpenWijzer. This can be beneficial, but not when things have happened in the past. A network partner from outside the KrimpenWijzer noticed that things longer for a long time and that this has an influence on the level of trust in the network. It really depends on the person who you are working with how much they know about you what the level of trust is.

*“For that matter Krimpen is just a village, so if something is said about you then you are the villain at the end of the story. And I also notice that there is still some old emotional issues about some employees.”* (Organization outside the network, 2019)

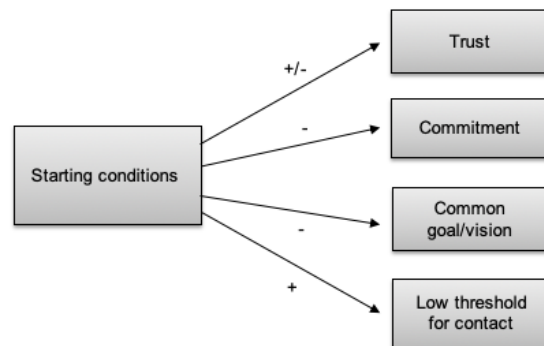
So the influence of prehistory of cooperation or conflict differs per person, but in general the respondents stated that the people who they know for a longer period of time, are also the people they found most easy to contact or to ask for information. This indicator seems to have a positive influence within this network, but is very personal.

In the beginning a lot of effort had been put in keeping the actors up-to-date on the process of creating the network and connecting them. But even though the municipality felt like doing this, respondents stated that the vision was never clear. This led to a start of the network that could have been better. People did not know what they exactly could expect and therefor it took some time before the actors really started to connect. This could be an explanation why the common goal/vision on the collaboration is still not clear and why it is hard for actors to be fully committed in the collaboration process. The effort of the municipality had as positive effect that employees know each other now and do not feel any obstacles to contact each other.

The starting conditions explain a part of the lack of a common goal/vision in the network and the lack of actors being fully committed. In the beginning they were not feel fully up-to-date about the reason of creating the network and the ideas behind design of the process. The starting conditions have a positive influence on the level of trust in the network because there

are a lot of employees who already work in Krimpen aan den IJssel for a longer time and pleasantly worked with the other actors before the network was created. However from outside the network this could also be seen as a negative impact on trust, so it can be positive or negative.

Figure 6: Relationship between starting conditions and indicators of good collaboration



### 5.2.3 Institutional design

The formal institutional design of the network was created by the municipality. The informal institutional design was formed over time by developing the working processes and finding a way to work together in a network that was not the choice of the actors themselves. The two indicators of institutional design from the theories were clear ground rules and process transparency, but during the interviews also the digital working system and the fact that most of the actors are working in the same building turned out to be important elements of the institutional design to influence the quality of the collaboration.

The ground rules as set by the municipality have changed slightly over the years, but also the ones from the start do still have a (positive) influence on the quality of the collaboration. When the network just started in 2015, all consultants were meant to become T-generalists. The horizontal line in the T stands for the general knowledge that everyone should have, and the vertical line stands for the specialisation of every actor. This meant that they could do all the tasks of the other organisations as well, but still had their own specialisation for when specific questions arose. The social workers for instance also had to process requests that were first only done by the *wmo*-consultants, like taking measurements for wheelchairs.

*“In the beginning this caused a lot of resistance. Because I, as a social worker, for example also got calls for stair lifts, domestic help, mobility scooters, while this is not the work that I studied for. What you saw is that we often had to call our wmo-colleagues for questions. So it wasn’t very efficient as well.” (Kwadraad, 2019)*

Because of the inefficiency and resistance from the employees, they went back to everyone staying at their own specialisation. However, even though the strategy did not work as well as expected, it still has positive effects on the employees that worked already in the KrimpenWijzer during that time. They are more aware of what their colleagues' work is and what they should pay attention to when working with clients. Actors feel like they have a better understanding of what the other organisations do and also the other way around (they feel like other actors understand better what they do). Due to the many changes in employees this is slowly disappearing though.

*"I think it is important because of those t-generalists, that everyone has the same way of looking at problems. For example, when I go on a home visit at an 80-year old, that I also look at how someone is walking the stairs. I don't think we are delivering good services if I would only look at the psychical part and ignore the fact that someone is not able to walk the stairs anymore. So I think it is a good thing that I notice this and call my wmo-colleague, to see if they can help."* (Kwadraad, 2019)

So the formal rules might have changed, but it is now still an informal rule to look in a broader perspective than only your own specialisation. This has a big positive influence on sharing information and delivering good services this way.

The formal structure of the KrimpenWijzer gives the actors a lot of freedom to do their jobs. This has a positive influence on the level of trust in the network. People do not feel like they are unnecessary checked upon their work and the process directors also got the feeling they are trusted by the employees.

*"I think people have a lot of trust in the structure as we set it as municipality and there is a lot of stability in this line. So I feel like there is trust, people get freedom, there is trust towards the employees, that we got their back, that we are here to help if necessary. So the structure works well."* (Municipality, 2019)

Another part of the formal structure of the KrimpenWijzer are the KrimpenWijzer meetings. As said before, the form of this meetings is changed because it was not satisfactorily anymore. All the respondents are still positive however that these meetings exist, as a moment to regularly see the other actors and improve the collaboration. The meetings could be more creative, with for example someone else being the chairman instead of always the process director (as suggested by one of the respondents). But it is to be seen how the new form is this meeting will be assessed by the actors. These meetings contribute to the actors knowing each other and therefor making it more easy to share information and they contribute to

commitment. It is easier to find mutual gains and work together if you see each other regularly and talk about the work that all the others are involved with as well.

An important factor according to the respondents is the informal institutional design of the network. Whether it is a lunch or a teambuilding activity, these moments contribute to the quality of the collaboration. First it was said to have a positive effect on the level of trust.

*“You see, if we go for survival activities, then we can really trust each other, then we go more in depth and you know where people come from and collaboration will only improve.”*

(ContourdeTwern, 2019)

So getting to know each other better will improve the level of trust, for which the teambuilding activities would be a perfect moment. Also for more commitment the teambuilding was given as an option to improve this. Especially when the teambuilding has some kind of brainstorming element in it, it would be very beneficial.

*“I think it would be a good thing to brainstorm more often about the common. Because in the end we all have the same goal, we only work on different paths so to say. I think it would be good to discuss this towards a teambuilding. This would be a nice subject.”* (MEE, 2019)

So looking for a more informal setting to brainstorm enhances the possibility to find mutual gains and improve commitment and to talk about the common goal and vision the actors are working on together. But also smaller moments as the lunches on the Fridays in the Health-centre were said to be very beneficial. Just a moment to relax with colleagues, talk about something different than work helps to get to know each other better, which enhances the level of information sharing and decreases seeing obstacles to contact the other actors. The lunches on Friday happen regularly, but the teambuilding is something employees are still missing.

The process transparency is considered good by most of the actors within the network. Only the Customer Service Centre would prefer to be involved more, by for instance going to the meetings as stated above. From the outside however, the network is not seen as a transparent network. Meetings are considered as rather vague, and people are dependent on the connections they have with employees from inside the network to get answers to their questions. When you do not have those connections it can be quite hard to find the right person to gather the necessary information.

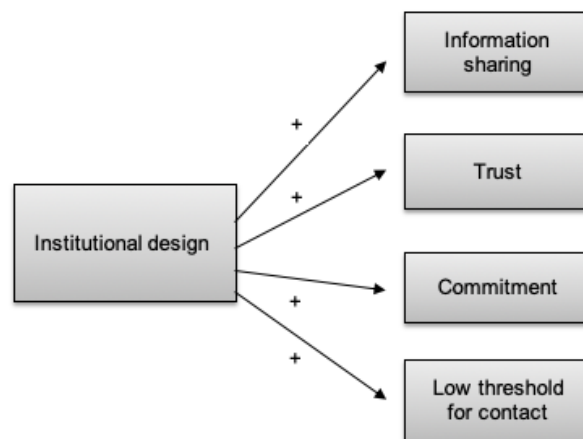
The interviews showed that there is a high need for information sharing in the network. It is however difficult to find the right platform to share this information. The meetings the actors have can be a platform, but those are only once in the six weeks. All the actors work together in the same IT system, but after the caseload is divided you cannot see what the actors are doing with it. In the youth network (a network with both KrimpenWijzer and Krimpens Social Team actors) the process director created a groupwhatsapp to create the possibility to quickly share information. Respondents state that it helps for the feeling of being one team (as part of commitment) that they all work in the same system. This system however is not workable for many of the employees since it has a lot of imperfections. So the idea of working in the same system is beneficial for the collaboration, but this could be improved by having a better system than the current one. Now the system often costs a lot of time. Time that also could have been spend on improving the collaboration.

The last part of the institutional design that has an influence on the collaboration is that the municipality made sure most of the participating organisations is working in the same building (the health-centre). All the respondents of those organisations were highly positive about it for making it so easy to contact the other actors, feeling no obstacles to ask questions and getting to know the other employees as well. The *wmo*-consultants and the Customer service centre are working in another building and this was seen by the others as not convenient. For the employees of the customer service centre it would also have been more easy to work at least one morning in the Health-centre to get to know their colleagues. The *wmo*-consultants did not find it a problem to work from a different location, but they also see themselves as a different part of the network.

Overall the institutional design as it is now provides a stable basis for good collaboration. The set up of the structure shows a lot of trust and this also causes trust towards the municipality. The meetings and working in the same building enhance information sharing, feeling less obstacles to contact each other and contribute to the commitment of actors. More informal meetings would further enhance the level of trust, commitment, common goal/vision and the low threshold for contact according to the respondents. This is something that they are missing now. The information system could be of big positive influence on sharing information and enhancing the collaboration, but only if the system would be more sufficient for all actors.



Figure 7: Relationship between institutional design and indicators of good collaboration



#### 5.2.4 Employee turnover

Lately (the last 1/1,5 year) there have been a lot of changes in staff within the KrimpenWijzer network. At multiple organisations participating in the network people who worked here already a long time have left and new, often younger people have come back. This has some positive effects like some new fresh perspectives on the working processes and fresh energy, but most of the respondents stated that it rather has negative effects.

Firstly it was stated that the level of trust has decreased because of the changes in staff. People have to get to know each other again and they are not sure whether the new employees will be as reliable as the old ones were. The employee turnover was also named as a cause of the actors not acting as one single network, but still as different parts. Not everyone sees the same goal anymore they say, because they were not there from the beginning. As third, the employee turnover has a negative effect on the level of sharing information. With many of the known employees leaving, also a lot of knowledge on the network disappears, but also knowledge on the cases. Where people used to inform their colleagues beforehand when they started working with the same client, that knowledge is not there anymore.

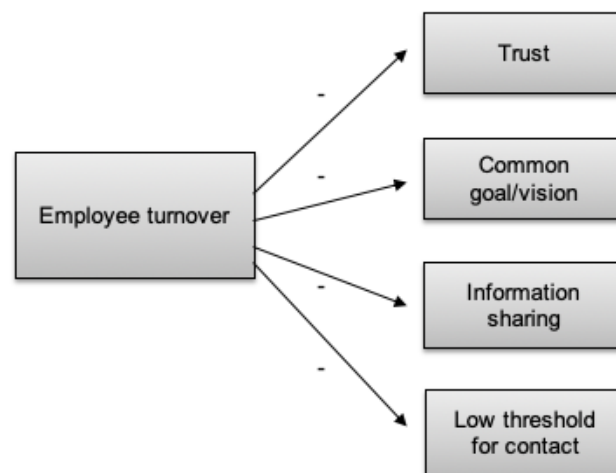
*“In the collaboration we have noticed changes concerning cases. When having a case, it is harder to find each other. So you discuss less often with the others, you inform each other less often, you appeal less to someone’s expertise.” (Kwadraad, 2019)*

Lastly, it is also named as a negative influence on the low threshold for contact. People know how to find each other, but it takes time and effort to build the relationships again.

*“We hired many new employees, so our team has grown enormously. What you notice in this period is that it is very hard to keep the short lines, what we are so proud of. So you have to invest. It demands a lot of process directors, but especially of employees. Because you have to find out what people are capable of and what they add to the network.”* (Municipality, 2019)

In conclusion: the changes in staff have a big negative influence on the collaboration. It decreases the level of trust, people do not see the common goal/vision anymore, the level of information sharing decreases and more obstacles arise to contact other employees because it takes time to get to know the others again. By creating the new program for new employees, hopefully part of these negative effects will be reduced.

Figure 8: Relationship between employee turnover and indicators of good collaboration

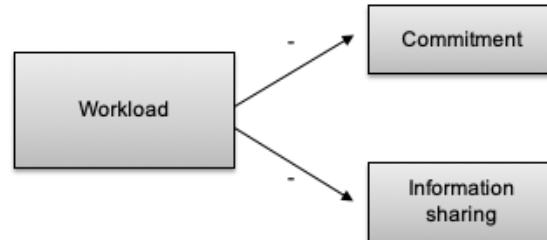


### 5.2.5 Workload

The workload of people in the network also has a negative effect on the quality of the collaboration. The first point where I noticed this is the process director not having enough time to support the collaboration in the way that she wants to. It also has an influence on the level of commitment, according to the respondents. When employees have got so much work to do, putting time and energy in the collaboration comes at a lower priority. There is not enough time to look for mutual gains in the network, but also giving feedback to the other actors to improve the processes is skipped due to a lack of time. People do not keep each other up-to-date on cases because they are busy with their own work, which decreases not only the quality of the collaboration, but also the quality of the service delivery. One of the causes of the high workload is the transition within the municipal organisation to self-organising teams. It takes a

lot of time and effort of employees to understand how this new structure works and it also comes with more responsibilities that need to be beard by the teams.

Figure 9: Relationship between workload and indicators of good collaboration



#### 5.2.6 Relationships with the mother organisation

The last factor is the relationship with the mother organisations. Every participating organisation is working as the KrimpenWijzer, but is also part of a bigger company. These mother organisations are not only working in Krimpen aan den IJssel and this could cause some tensions. Especially in the beginning this was the case, when the management teams of the organisations heard that their organisations were not going to work under their own names, but as the KrimpenWijzer. It was the task of the manager of the municipality and the process directors to talk to those managers and to make sure the employees who were working in the KrimpenWijzer did not started to get into loyalty issues.

*“In the beginning this was very difficult because organisations wanted to keep working under their own names. They found that very important, ‘because clients need to know who they are dealing with’. But now you see that from 2015 on the mother organisations have stepped more onto the background and are much more facilitating.” (Municipality, 2019)*

So the role of the mother organisations changed, but this took some time. Some respondents stated that it took time before the division was clear of what to expect from their mother organisation and what to expect from the municipality. Those were mainly practical things, like cards to use a printing machine, but also more policy related issues. It is still sometimes an issue when it comes to discussing problems that are going on in the mother organisation with the process director, who is part of the municipality. The municipality decides which organisations gets a subsidy so it feels weird for some respondents to talk about these issues with the process director. But at the same time, this person is also functioning more as a manager than the managers of their mother organisation because those are not involved in

what is going on in Krimpen anymore. This all has a negative effect on the common goal and vision on the collaboration and on the network in the KrimpenWijzer.

Figure 10: Relationship between relationship with mother organisation and indicators of good collaboration



### 5.2.7 Summary of the results and reflection

In conclusion of this analysis I can say that all factors that derived from the theories were relevant factors to explain the quality of the collaboration in the KrimpenWijzer. There were also extra factors specifically relevant in this case. The figures five till ten show how the factors influence the quality of the collaboration. The indicators of the quality of collaboration are summarised in table four. As described in the second part of this chapter, the characteristics of the leadership style in the network has a positive effect on trust and on sharing information, but a negative effect on commitment and common goal/vision. The starting conditions are having both a negative and positive effect on trust, depending on the persons at stake, a negative effect on commitment and common goal/vision, but a positive effect the low threshold for contact. The institutional design of the network only has positive effects, on trust, commitment, information sharing and low threshold for contact. All three extra factors that came out of the interviews, only have negative effects on the quality of the collaboration. Employee turnover negatively effects the level of trust, the common goal/vision, information sharing and the low threshold for contact. Workload has a negative commitment and information sharing. Lastly, the relationship with the mother organisation has a negative impact on the common goal/vision in the network.

When looking at these outcomes, it seems that there is misfit between the type of network governance and the design of the network. As described in chapter 4, the KrimpenWijzer matches the Lead Organisation-Governed network. This meant that there is no need for a high level of trust and goal consensus can be low. But when we look at the first part of this chapter you see that the level of trust is high and this is received as a good thing by the respondents and that goal consensus is not good and that this is considered to be a problem. On the other hand, in the design of the network the municipality (as leading organisation), is not taking a leading role. There is a process director, but the actors themselves need to make the collaboration work. The process director is having a more facilitative role in providing platforms for the collaboration, but the real effort needs to come from the participating organisations. This last point fits the Shared Governance Network better than the Lead

Organisation-Governed network. It seems that the municipality wanted the network to be self-organising, but designed it and communicated it towards the actors as she would take a leading role. The design causes part of the high trust and increases the other indicators of the quality of collaboration, but the lack of a fitting leadership style decreases this.

## 6. Conclusion and discussion

This last chapter is a summary of the answers to the sub questions, which will lead to an answer of the main question of this research *‘What are critical factors in the collaboration processes within governance networks and which of these factors can be used to explain the quality of the collaboration in the KrimpenWijzer?’*. The results of the research will be discussed afterwards and this also leads to suggestions for further research.

### 6.1 Findings and practical recommendations

First I answer the different sub questions, which will eventually lead to an answer on the main question of this research.

#### *1. What insights do theories offer on governance networks?*

A governance networks can be described as “*more or less stable patterns of social relations between mutually dependent actors, which cluster around a policy problem, a policy programme, and/or a set of resources and which emerge, are sustained, and are changed through a series of interactions*” (Klijn & Koppenjan, 2016: p.11). A governance network is not a simple network in which actors effortlessly collaborate. There are multiple complexities in governance networks, divided in three categories: substantive, strategic and institutional complexity (Klijn & Koppenjan, 2016). This sometimes makes it difficult for the actors to work together and shows that multiple factors can be of influence on the quality of the collaboration. There are multiple types of governance networks and network governance, which lead to different requirements for a collaboration to be successful (Popp et al, 2013; Provan & Kenis, 2007).

#### *2. Which theoretical insights does the body of knowledge on governance networks offer on quality of collaboration within these networks?*

The process of collaboration in governance networks can be described as collaborative governance: “*the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished*” (Emerson, 2011: p.4). After an extensive literature research, four indicators to assess the quality of collaboration seem to fit best in this research: trust, commitment, common goal/vision and information sharing (Hudson et al, 1999; Klijn et al, 2010a; Ansell & Gash, 2007; Thomson & Perry, 2006; Wiig, 2002).

### *3. According to theory, which factors influence the quality of collaboration?*

According to theories there are many factors that can influence the quality of collaboration. Considering the time for this research not all can be taken into consideration. After comparing different sources, three factors seem most relevant: leadership, starting conditions and institutional design (Klijn et al, 2010b; Edelenbos et al, 2013; Ansell & Gash, 2007).

### *4. How can the quality of collaboration be assessed in the KrimpenWijzer?*

For assessing the quality of the collaboration, the respondents stated that a low threshold for contact was also an important indicator. This low threshold for contact and trust turned out to be the indicators that the KrimpenWijzer scored really high on. The other indicators did not score that high. The level of a common goal and vision is moderate. According to Provan and Kenis (2007) this is not a problem because there is a lead organisation type of governance in the network. According to them there is no necessity that the participating actors in the network also see the common goal/vision, because they can follow the leading organisation. However, it seems to be a problem in this network. The network was created with the idea that there is an interdependency between the actors, because they all have their own specialisation and none of them has the overall view. So they need each other get all the information and knowledge to provide the best healthcare service. The actors in the network are not aware of this vision, which also leads to a lack of commitment among the actors. They all feel committed to basic collaboration in the network, but no one is trying to find better ways to collaborate or broader topics to find mutual gains, so this indicator scored low. Furthermore, the level of information sharing was also moderate. This led to an overall assessment of a moderate quality of collaboration in the KrimpenWijzer.

### *5. Which of the theoretical factors that are supposed to influence the quality of collaboration can be found in the KrimpenWijzer?*

The factors of influence align with the ones that came out of the theories: leadership, starting conditions and institutional design. Furthermore, there seem to be three other factors that are of influence on the collaboration in this specific case: employee turnover, workload and relationship with the mother organisation.

### *6. How do these factors influence the quality of the collaboration in this case?*

Per factor the relationship with quality of the collaboration will be shortly discussed and shortcomings will be connected to practical recommendations. One needs to keep in mind that all relationships described here are only for this specific case.

Leadership: Part of the leadership tasks according to theories are done (and supposed to be done) by the actors themselves in the KrimpenWijzer, because there is focus on self-organising teams. However, the network is missing someone who extends the scope of the collaboration process. The actors know how to find each other when they need information or knowledge they do not have themselves, but there is no seeking for mutual gains or ways to improve the collaboration process. This explains part of the lack of commitment and the missing common goal and vision. I would recommend to rearrange the responsibilities of the process director of the KrimpenWijzer, giving her more time to act as a leader in this network. Her main focus should be on the collaboration process and making actors aware that they all have to contribute to this process, which also has to do with the next point.

Starting conditions: At the start of the network the municipality missed an opportunity to establish the common goal/vision. Somehow the actors have not understood the idea that all of them need each other. The goal that the municipality had while creating this network, did not reach the actors, which also led to the lack of commitment now. Actors themselves feel like they are committed because they go to the meetings, but they do not seek for any further collaboration than necessary. The municipality (in person of the process director) should spend more time and effort in aligning the common vision of the collaboration among actors. The network was created with the vision that collaboration between the actors was a necessity for good service delivery but this will not work as long as the participating actors are not aware of that.

Institutional design: The institutional design has a very positive effect on the quality of the collaboration. Actors feel like one team because they all work as the KrimpenWijzer, the formal structure enhances trust among the actors and most of the actors working in the same building makes it easy to find each other and share information and knowledge. Providing more informal contact moments and switching to a more user friendly IT system would be things that could improve the design even further. Providing these facilitating services to the participating actors should also be the responsibility and priority of the process director.

Employee turnover: Due to the high turnover of employees, the trust level in the network and the level of information sharing is decreasing. This was also named as one of the reasons why there is no common goal and vision and why the threshold to contact other becomes higher.

Workload: The high workload leads to less time to be committed to the collaboration process and sharing information. Employees not giving feedback to each other anymore was one of the main problems.



Relationship with mother organisation: Lastly, especially in the beginning there were some difficulties with employees in the KrimpenWijzer having trouble in dealing with being part of the KrimpenWijzer, but also of their mother organisation. This caused part of the problem with missing the common goal/vision because actors were not fully convinced that they should follow the set goal of the KrimpenWijzer or the goals of their mother organisations.

*What are critical factors in the collaboration processes within governance networks and which of these factors can be used to explain the quality of the collaboration in the KrimpenWijzer?*

As stated above, the different characteristics of leadership, starting conditions and institutional design, derived from theories, all partly explain why the collaboration in the KrimpenWijzer is as it is now. Next to these theoretical factors, there are three factors coming from the circumstances at this moment that also influence the collaboration: employee turnover, workload and relationship with the mother organisation. When I reflect on the assessment of the different indicators that say something about the quality of the collaboration and how the factors influence these indicators, it seems that there is partly a mismatch between the type of network governance designed and communicated as it is now and what the municipality wanted from the network. The municipality wanted the KrimpenWijzer to be a self-organising service-delivery network, in which all four indicators of high quality collaboration are high. Provan and Kenis (2007) confirm that trust and common goal/vision should be high to make this type of network work. But how the network is designed now, and what idea the actors in the network have of the collaboration, is more like the Lead Organisation type of network governance. In this network the level of trust does not have to be high and mainly the leading organisation (the municipality in this case) needs to have a vision (Provan & Kenis, 2007). The institutional design only has positive effects on the indicators of collaboration, but still the collaboration is not functioning as it should be according to respondents of the municipality. The mismatch described above could also be an explanation why actors missed the common goal and vision behind the collaboration in the beginning (as main influence of the starting conditions) and why leadership also has negative effects in this network (because the perceptions of the actors and the municipality, who provides the leadership, are not aligned). Together with the current circumstances of a very high workload and high employee turnover, these are the main factors that influence the quality of the collaboration in the KrimpenWijzer.

## 6.2 Reflection on the findings and research set up

First need to be said that this research is only one case study. This means that the above described relationships between the independent and dependent variables only apply to this case. I will here reflect on elements that contributed to the validity and reliability of this research.

The respondents that participated in this research are a good representation of the participating actors in the KrimpenWijzer network. I managed to interview two of most of the participating organisations, which contributes positively to the reliability of the case study. Analysing the interview transcripts via coding ensures a consistent working method. Unfortunately the survey that was also send to every employee in the network was mainly filled in by the people who participated in the interviews. Therefore, the results of the survey were not taken into account at the analysis. This makes the research less reliable than intended beforehand, since only two employees of every participating organisation have given their input now, instead of every employee in the network.

Secondly a note about the validity of how commitment is measured in this research. Ansell and Gash (2007) stated that there were three important characteristics of commitment, that were also used in this case study. The respondents of the municipality agreed upon these three characteristics as being part of commitment, but the other actors had a different perception of commitment. They only saw commitment as going to meetings and taking time to share information if necessary. This makes the assessment of the level of commitment and how factors influence this less valid.

Another reflection is that the factors that are of influence on quality of collaboration influence not the whole variable in the same way, but have different effects on the different indicators. For example starting conditions have a positive influence on low threshold for contact, but a negative influence on commitment in the case. It might have been better to separate the dependent variable into multiple variables and not one with different indicators. It is hard to say now what the exact relationship is between the factors and the dependent variable as a whole.

### 6.3 Suggestions for further research

Although this study only looks at a small part of those models and only at one case, it is interesting to see that different factors can influence the collaboration and that also temporary circumstances are of big influence. To make the results of this research more generalisable, an interesting suggestion for further research is to do a multiple case study at other healthcare networks in the Netherlands. As stated in the introduction, there are many municipalities struggling with the implementation of the different laws and if these specific factors influence the collaboration in those networks, a suitable approach can be designed to improve the collaboration and in the end the quality of the service provision. A second suggestion for further research comes from the fact that the network in this case study was a specific healthcare network. It would be interesting to compare theories from the public administration field with more health policy and management related theories and see if they could be combined (see for instance Huerta et al (2016)).

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## Appendix 1 Literature research

Elements/Authors	1	2	3	4	5	6	7	8	9	10	Total
<b>Factors important for collaboration</b>											
Leadership	X	X	X		X	X	X	X	X	X	9
Transparency	X	X				X					3
Accountability	X	X				X			X	X	5
Number of actors		X	X						X		3
Access to network		X	X			X				X	4
Rules	X	X			X	X	X				5
Resource exchange				X			X	X		X	4
Transaction costs		X		X			X	X			4
Building legitimacy	X	X	X		X	X	X		X		7
<b>Collaboration process</b>											
Trust (building)	X	X	X		X	X	X	X	X	X	9
Commitment	X	X	X	X	X	X	X		X	X	9
Common goal/vision	X	X	X	X	X	X	X		X	X	9
Dialogue	X	X	X	X	X	X			X		7
Shared understanding	X	X		X	X	X	X		X		7
Task competencies	X		X			X					3
Innovative/learning capacities		X		X	X		X	X		X	6

Note: 1: Ansell & Gash (2007). 2: Klijn & Koppenjan (2016). 3: Provan & Kenis (2007). 4: Keast et al (2004). 5: Emerson et al (2011). 6: Johnston et al (2010). 7: Sorensen & Torfing (2009).. 8: Klijn et al (2010). 9: Milward & Provan, 2006. 10: Mandell & Keast (2007).

## Appendix 2 Interview protocol

### Introduction

- Explanation research
- What is your function exactly?
- For how long are you working in the KrimpenWijzer?

### Good collaboration

- What do you see as good collaboration?
- How do you think the collaboration is going in the KrimpenWijzer?
  - Overall
  - Which specific elements go right and which go wrong?
- From theories the following factors seem important: trust, commitment, common goal/vision and sharing information. Do you agree?
- How do you assess these indicators of good collaboration in the network?
  - Trust: What do you think of the level of trust in the network? In which areas do you trust the other actors?

#### Further suggestions:

- Are you willing to give others the benefit of the doubt;
- Do you assume others have good intentions;
- Do actors stick to agreements;
- Do actors take into account interests of others;
- Is the network used for own interests.

- Commitment: What do you think of the level of commitment in the network? Do you feel committed to the collaboration process? How do you see commitment for the other actors?

#### Further suggestions:

- Do you feel like there is a feeling of shared ownership;
- Do you recognize of interdependence; do you feel like others do;
- Are you open to explore mutual gains; are others open to explore mutual gains.

- Common goal/vision: What do you see as the common goal/vision of the network? Do you feel like others see the same?

#### Further suggestions:

- Are you feeling part of the network/seeing the whole picture;
- Do you see new values created around the network;
- Have actors gained new attitudes towards the network.

- Sharing information: Does everybody share the necessary information for good service delivery? What could be improved? Is everybody open to receive information?

Further suggestions:

- Does everyone share information that is necessary for service delivery;
- Do you share information on your own capacities and activities;
- How do you see the openness in the network to receive information from others.

#### Factors of influence

- Which factors do you believe are of influence on the collaboration in this network?
- From theories I found leadership, institutional design and starting conditions. Do you think these factors have an influence on the collaboration in this network?
- How do the factors influence the collaboration?

- Leadership: Can you describe the type of leadership in this network? How does this influence the collaboration?

Further suggestions:

- Does anyone promote broad and active participation;
- Does anyone ensure broad-based influence and control;
- Does anyone facilitate productive group dynamic;
- Does anyone extent the scope of the process.
- Starting conditions: How was the start of the network organised? What information did you get before the network started? Did you already know the other actors?
- Institutional design: How do you see the design of the network? Are there any ground rules and are they clear? Does the rest also behave according to those rules? How transparent is the collaboration process?

- Are there any other relevant topics I should take into account in my research?
- Do you have any other important things to say?

Thank you.

## Appendix 3 Survey

### Vragenlijst samenwerking binnen de KrimpenWijzer

Deze vragenlijst is voor een masterscriptie bestuurskunde, gericht op het onderzoeken van de kwaliteit van de samenwerking binnen de KrimpenWijzer en de factoren die hierop van invloed zijn. Het gaat dus niet over de samenwerking binnen uw eigen team, maar over de samenwerking met de andere partijen binnen de KrimpenWijzer. Het zijn twintig stellingen en u dient per stelling aan te geven in hoeverre u het er mee eens bent. Het invullen zal niet langer dan 5 minuten duren!

Alvast heel erg bedankt!

#### Vertrouwen

1. U gaat er vanuit dat andere partijen binnen het netwerk goede bedoelingen hebben.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

2. U bent bereid andere partijen binnen het netwerk het voordeel van de twijfel te geven.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

3. Andere partijen houden zich aan gemaakte afspraken.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

4. Andere partijen houden rekening met belangen van de rest van het netwerk.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

5. U heeft het gevoel dat andere partijen het netwerk niet alleen gebruiken voor hun eigen belang.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

#### Commitment

6. U voelt zich verantwoordelijk voor het samenwerkingsproces.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

7. U voelt zich afhankelijk van de andere partijen in het netwerk.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

8. U heeft het gevoel dat andere partijen ook deze afhankelijkheid van elkaar voelen.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

9. U staat ervoor open om gezamenlijke meerwaarde van het netwerk te ontdekken.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

10. U heeft het gevoel dat andere partijen ook openstaan om gezamenlijke meerwaarde van het netwerk te ontdekken.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

### **Gezamenlijk doel/visie**

11. U ziet dat er in het netwerk een gezamenlijk doel/visie is waarvoor het netwerk bestaat.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

12. U heeft het gevoel dat andere partijen in het netwerk dit gezamenlijke doel/visie ook zien.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

### **Delen van informatie**

13. U heeft het gevoel dat iedereen de informatie deelt die nodig is voor een goede dienstverlening.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

14. U deelt informatie met de andere partijen over uw eigen activiteiten en capaciteiten.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

15. U heeft het gevoel dat andere partijen de informatie ontvangen en het vervolgens ook onthouden.

Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

### **Leiderschap**

16. Er is een partij in het netwerk die brede en actieve samenwerking promoot.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

17. Er is een partij die ervoor zorgt dat iedereen voldoende invloed en controle heeft in het netwerk.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

18. Er is een partij in het netwerk die zorgt voor een productieve groepsdynamiek.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

19. Er is een partij die ervoor zorgt dat het samenwerkingsproces goed verloopt.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

### **Ontwerp van het netwerk**

20. De basisregels over de samenwerking en de gang van zaken in het netwerk zijn voor u duidelijk (formele of informele regels).  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

21. U heeft het gevoel dat andere partijen in het netwerk de basisregels ook duidelijk hebben.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:

22. U vindt dat de samenwerking tussen de partijen in het netwerk een transparant proces is.  
Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens  
Uw antwoord:



**Start condities** (als u pas na het ontstaan van de KrimpenWijzer hier bent gaan werken mag u deze vragen overslaan)

23. U heeft voordat dit netwerk is opgericht prettig samengewerkt met de andere partijen uit dit netwerk.

Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

24. U had het gevoel toen dit netwerk werd opgericht dat alle partijen dezelfde informatie hadden over het proces.

Helemaal mee oneens      1      2      3      4      5      Helemaal mee eens

Uw antwoord:

Heel erg bedankt!

## Appendix 4 Codebook

Variable	Code	Made up in advance or during coding process
<b>Dependent: quality of collaboration</b>	Definition good collaboration	In advance
	Commitment	In advance
	Common goal/vision	In advance
	Trust	In advance
	Sharing information	In advance
	Informal contact	During
<b>Independent: factors that influence collaboration</b>	Institutional design	In advance
	Leadership	In advance
	Starting conditions	In advance
	Employee turnover	During
	Workload	During
	Relationship with mother organisation	During