Network in progress

A qualitative study on factors influencing
progress in network collaborations such as the Freight
Corridors Programme

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A - Preface

Dear reader,

It has been quite a journey after which I proudly present my master thesis: "Network in progress. A qualitative study on the factors influencing progress in network collaborations such as the Freight Corridors Programme". This thesis has been written as the final project for the master Public Management at the Erasmus University Rotterdam. From early February until late August I got the opportunity to be an intern at the Ministry of Infrastructure and Water Management where I became a part of the Freight Corridors Programme. This experience submerged me into a world I knew nothing about, which taught me that the unknown is a very interesting place.

I'd like to thank the people at the Freight Corridors Programme for welcoming me with such open arms. You have given me a fascinating research subject with the liberty to explore whichever aspect I found the most rewarding. I have chosen the subject 'progress' because I was intrigued by the fact that some projects seemed to be more successful than others while they were watched by the same people. I remember a lecture from my bachelor degree where we discussed the fact that most government projects needlessly go way over budget. I would hate for the Freight Corridors Programme to fall into that category. Therefore I can only hope my work finds its purpose in your day-to-day activities with the programme, for I think it truly has value when properly taken into account.

Furthermore, I want to thank Martijn van der Steen for guiding me through the process of writing this thesis. It wasn't always easy due to working from home and considering everything going on with the world, but your patience and advice helped me bring the paper together nonetheless. Last but not least, I have to say thank you to my wonderful friends and family. Your support has kept me sane during the start of the pandemic which coincided with the end of my life as a student. It's been a whirlwind of a time, but you helped me get through it safe and sound.

Enjoy the read!

Alana Looise
Rotterdam
November 2020

B - Executive summary

Introduction

The Freigh Ccorridors Programme (FCP) is a network programme aimed at enhancing freight transport in the Netherlands. It consists of several *acties* (projects). This qualitative research is aimed at answering the question 'Which factors influence progress in network collaborations?' This question emerged from the FCP because the different *acties* vary in the degree to which they are making progress, and it would be useful for the *acties* that have made little progress to learn from the successes of other *acties*. To create an extensive answer to this question, three subquestions have been developed.

The first is 'Which factors emerge from literature as having influence on progress?' This question is answered in the second chapter, the literature review. The second question is 'To what extent are the factors that follow from subquestion 1 experienced in the FCP?' This question mainly serves to test the existing theories and will be answered using interviews, participative observation and document analysis. The third and final question is 'Which explanation for progress can be deduced?'. This serves as the theory building part of the research.

Theoretically, this research contributes to the existing literature on progress in network collaborations by testing whether the factors that emerge from literature occur in a similar way in the FCP. Socially, the research should help the FCP reach its goals faster, which has beneficial effects for both people in the transport business as people who have nothing to do with freight transport since some of the *acties* are aimed at relieving congestion on highways that are also used for passenger transport.

Literature review

The literature is split in three parts: internal, external and social factors. There is overlap between these factors, but dividing them makes it easier to see the complexity of network collaborations. Each factor is suspected to have a positive (+), negative (x) or neutral (~) influence.

Internal factors concern 'FCP-workers', the people working directly on the FCP such as members from the different task forces and the programme organisation. This is the administrational side. The internal factors are the coordination of activities (+), documenting agreements (~), monitoring progress (~) and having frequent contact (+).

External factors concern the more political relations within the FCP, advocacy groups and other relevant parties. The factors for this section are funding (~), support (~), conflicts of interest (x) and the involvement of interest groups (+).

Social factors are the most prone to overlap since they occur both within the internal and external factors. The ones taken into account for this research are the managerial strategies commitment (+), goal searching (+), representation (x) and contracts (x) , leadership (~), accountability (~), trust (~) and having a mutual sense of crisis (+).

Methodology

In order to collect data to see which factors occur in the FCP fifteen FCP-workers have been interviewed, documents were analysed and the researcher participated in the *programmateam*, the operational core of the programme as a whole. The respondents answers were leading and the documents and observations were used to establish their accuracy and plausibility. Due to the coronavirus, the interviews and most of the observations took place online.

Each factor is researched in a two-tier process. First, it is established whether it is present, then its perceived effect is determined. The reliability is relatively low since the research mainly relies on sentiments and personal experiences, however, this is usual for qualitative studies. Because of researcher's bias, the observations are merely used as a means to verify the respondents statements in the interviews. A selection of *acties* that have progressed relatively much and relatively little should provide a complete image of progress in the FCP.

Case description

The case description explains the FCP. Firstly, the programme organisation is discussed. The programme consists of the Ministry of Infrastructure and Water Management, the Rotterdam Port Authority, the Logistics Top Sector, ProRail and the provinces of South Holland, Gelderland, North Brabant and Limburg. There are four different meetings in which all these parties are represented, except for the *programmateam* in which the provinces of South Holland and North Brabant are not represented. This is the most frequent meeting which discusses current affairs and operationalities every week. The more political and aimed at policy-making the meeting, the less frequent it is held. Since the programme consists of seventeen *acties* it is too comprehensive to take them all into account for this research. Eight *acties* have been selected that represent the programme's diversity, namely: Pipelines, BLIS, Last mile rail, 740 meter long trains, Finance, Clean energy hubs, Truckparkings and Node Tilburg.

Analysis

In the analysis, the interviews and observations are linked to the factors from the literature review. In table 9 on page 50 one can see an overview of the expected effect based on literature and the perceived effects of the factors. Documenting agreements, monitoring progress, frequent contact, conflicts of interest and the managerial strategies of commitment, representation and contracts have been perceived as irrelevant, a new category. However, documenting agreements and monitoring progress are judged to have a positive effect on progress based on the observations.

In order to explain progress and answer subquestion three, figure 3 (page 51) was created which shows 'the progress network'. It includes the factors that turned out to be the most important for making progress based on the interviews and observations and how these influence each other. The new factors

People, Eye on the horizon, Information management and Visible success have been added to this figure. These did not emerge from literature as they were quite obvious, but there were nuance differences that were important to the respondents. The analysis is concluded with some recommendations that should help the FCP to make more progress. These are to make clear which documentation needs to be provided by *actietrekkers*, to improve monitoring and to make people aware of their different roles in this programme and with their employer.

Conclusion

The conclusion starts with a quick summary of the results of the research, answering the questions formulated in the introduction. Furtermore, we discuss some defects of the research. The sample used for the data is relatively small and the context of the FCP as a network collaboration is specific for the logistic sector. These defects could be resolved during future research in a different context, but using the same factors. Future research might also include an evaluation of the FCP after implementing the recommendations made in this research and further explore the possibilities for managing the factors in the progress network.

1 - Introduction

1.1 Introduction

Each year in November a consultation committee discusses the 'MIRT'. This is the Multi-Year Programme for Infrastructure, Spatial Planning and Transport in the Netherlands. These meetings are meant to prioritize and establish visions, challenges and projects in that policy area (Schultz van Haegen-Maas Geesteranus, 2014). In 2016, the MIRT Consultation Committee decided that a joint, new programme should be launched following the 2015 MIRT research in order to improve accessibility of the Eastern and South-eastern Dutch logistic corridors. The main topic of that study was how to optimise and exploit opportunities for economic linking in this area. The research covered subjects as digitalisation, innovation, sustainability, optimisation of logistic nodes and different modalities and led to the identification of 78 possible *acties* (actions), which are projects or measures such as implementing technological innovations or decreasing harbour congestion (Ministry of Infrastructure and Environment, 2017).

A number of *acties* from the MIRT research have been selected and combined to create the seventeen *acties* that shape the Freight Corridors Programme (FCP). This programme is an interesting research subject since many partners work together on different subjects. The Dutch government, the Rotterdam Port Authority, the Logistics Top Sector, ProRail and the provinces of South Holland, Gelderland, North Brabant and Limburg work together to create *Topcorridors* in 2030. This means facilitation of a sustainable transport system that is fast, reliable, robust, safe and contributes to sustainable economic growth, whilst improving living conditions on or next to the corridors and maintaining user satisfaction (Topcorridors, 2017). This indicates the programme crosses both physical and abstract borders. Provinces usually have a more internal focus, but are now forced to work closely together, even though they are not necessarily geographically near each other and have little knowledge of the other's working methods. Also contributing to the complexity of the programme is the diversity of subjects, ranging from sustainability to technology and from stimulating biofuels to reducing noise pollution.

The programme has a governance structure with multiple layers of monitoring and control. Each *actie* is coordinated by one of the parties mentioned earlier. This means the responsible party appoints an *actietrekker* (a coordinator or project manager) who shapes the *actie* and reports to the *programmamanager* (person responsible for the execution of the programme and who connects the different units that shape the programme). The seventeen *acties* are stand-alone projects that all fall under the FCP's responsibility. Since the *actietrekker* is free to organise the *actie* as they see fit, each *actie* has different working methods and processes (Topcorridors, 2019a). Moreover, multiple networks are involved, meaning the programme has a complex structure with many different stakeholders. In short, the *acties* of the programme differ in shape, but this also leads to a difference in the extent to

which they have made progress in achieving their goals (Topcorridors, personal communication, April 3, 2020).

1.2 The problem definition

The question that shapes this research is why these *acties* differ in progress. Which things influence speed in progress in a complex setting like the FCP? And how can these things themselves be influenced? Since the programme is so diverse, preconditions might differ and complicate progress. Leadership might also cause problems if the *actietrekker* does not know how to push through. On the other hand, if there is political support for an *actie* and the *actietrekker* knows how to push the right buttons, progress could speed up. In order to create the greatest value for each euro spent on the programme it is important to make sure each *actie* is progressing at the highest possible speed. Therefore, the main question this paper tries to answer is:

> *Which factors influence progress in network collaborations such as the Freight Corridors Programme?*

'Network collaborations' is a rather ambiguous term on purpose since the *acties* differ in configuration. One can read how each *actie* is built up in the case description in chapter four. The study will look at 'factors influencing progress' because progress can be affected in both a positive and a negative way. These factors emerge from a literature review and will be analysed using interviews, participative observation and document analysis. The concept of progress is preferred to 'outcome' since progress is applicable at any stage in a project whereas outcome can only be measured at or near the end. The projects that are compared in this research are at different stages, therefore some have no outcomes yet. However, they have made progress in achieving their goals.

Several subquestions have been formulated in order to find an answer to the main question of this paper. These are:

1. Which factors emerge from literature as having influence on progress?
2. To what extent are the factors that follow from subquestion 1 experienced in the FCP?
3. Which explanation for progress can be deduced?

The concept of progress is broad and needs to be divided into manageable chunks. To do this, the first subquestion is answered by making a literature review. This gives us a solid base for conducting interviews that help us answer the second and third question in a deductive way. For the third question there is also room for some inductive reasoning. Are there any factors that haven't come up in the literature review which have a significant influence on progress? The research not only examines whether factors are present, but also discusses their effect and the way the programme should manage them. To what extent can they stimulate positive factors and reduce negative factors? Important to keep in mind is that if a factor speeds up progress in one *actie*, it does not necessarily have the same effect

in another *actie*. As Bagchi & Paik state "there is no magic formula for a successful public-private partnership" (2001, p. 484). Nonetheless, gaining new insights on which factors have which effect in a certain context can help improve progress in that particular case, and also function as an example for similar cases.

1.3 Theoretical relevance

Theoretically this paper mainly contributes to literature about efficiency and effectivity in network collaborations. It can be a confirmation of what is already known or add new issues that emerge from the case study. There is a great quantity of articles and books on network collaborations and in the following chapter the most important theories that cover progress in networks will be outlined. The aim of the literature review is to collect a number of factors that influence progress in networks. Wherever possible, these factors will be labelled as either having a positive or a negative effect on progress. Some might be stated as neutral, since their presence or absence makes the difference between relatively much or little progress. Due to the comprehensive nature of the existing theories, some subjects will be researched in a more deductive way whilst others are approached in an inductive manner. More information regarding this decision can be found in chapters two (literature review) and three (methodology).

The FCP is used to prove or disprove the statements made regarding the factors that are taken from the literature. It is particularly interesting to use this programme as a case study because each *actie* is a project of its own, making them unique. Whilst at the same time all *acties* operate in the same context, ultimately being held accountable by the same governance structure. This creates some kind of network inside a larger network where parties do very different jobs, perhaps with different motivations, but in order to achieve the same larger goals. The people working on this programme have to look at their work through different eyes. On the one hand, they need to work in line with what the organization that employs them wants and on the other hand they need to see the importance of the programme as a whole in order to succeed. Evidently this dilemma can also be found in 'regular' network collaborations, but the overlapping governance structure creates an extra complexity. All parties mentioned in the first paragraph pay equally for every measure being taken, even if that measure is not close to the organization's initial jurisdiction and raison d'être. Therefore it is especially interesting to see how certain factors influence progress in the FCP network. It might not be possible to create a 'magic formula' for successful network collaborations, but the aim of this study is to make the path towards success somewhat easier and unravel some of the complexity that must be dealt with in order to facilitate progress.

1.4 Societal relevance

What is meaningful to illustrate as well is the societal importance of the FCP. The programme has a wide scope, ranging from improving quay walls to congestion relief on a busy highway to improving

the quality of rest stops for truck drivers. This means the programme touches many lives and has the potential to improve them. For instance, by widening the A15 road safety will improve and traffic jams will lessen, meaning an improved accessibility from the port of Rotterdam to its hinterland from which 'ordinary' travellers also benefit (Topcorridors, 2017). This decreases costs for those in the transport business. Less time spent in traffic jams means the drivers will get to their destination faster and thus needs to be paid less for driving the same distance.

Furthermore, a number of *acties* concern sustainability. This has been a difficult subject in freight transport since some issues, like biofuels, are a chicken and egg debate. If there aren't any trucks driving on biofuels, it is not rewarding to invest in a fuel station with biofuels. But on the other hand, if there are no fuel stations that supply biofuels, one will not buy a truck that uses them since it cannot fill up. The *actie* Clean Energy Hubs tackles this problem by creating preconditions that make the switch to existing sustainable technology more appealing. A network of clean energy hubs is enrolled throughout the corridor, making it easier to use biofuels, thus giving transporters a nudge in the more sustainable direction. *Acties* like these reduce pollution and emissions, thus making sure the Netherlands get closer to obtaining climate goals (Knabben, Balakirsky & Heinink, 2019; Rijksoverheid, 2019).

Lastly, a societal component that needs to be taken into account is funding. Though ProRail and the Rotterdam Port Authority are technically private parties as they are unlisted public limited companies, the gross of their income comes from public organisations. ProRail's budget entirely comes from the Ministry of Infrastructure and Water Management and the Rotterdam Port Authority is completely in hands of the municipality of Rotterdam and the Dutch State (ProRail, n.d.; Port of Rotterdam, n.d.). This means most of the measures that are taken in light of the FCP are paid for by the public. Improving progress within the *acties* should make them more efficient. This means less public money needs to be spend which then can be used for other causes.

1.5 Reading guide

Chapter two contains the literature review. In this chapter, literature concerning network collaborations and factors influencing these collaborations are discussed to further define the scope of this research. The content of this chapter is the answer to the first subquestion. In chapter three, the methodological choices made in this research are explained and the factors explored in the literature review are operationalized. Chapter four contains a description of the case, explaining all facets of the FCP that are relevant for this research. It also serves as the first step in the data analysis since the documents used to describe the case are also part of the document analysis. The analysis continues in chapter five which is divided in the same three categories as chapter two. This chapter is used to analyse the data gathered from interviews and the participative observations to answer subquestion two. The most important factors from this analysis are combined in order to explain progress, thus answering subquestion three. The final chapter consists of a summarising conclusion that answers the research questions, a discussion where the research is critically evaluated and some recommendations for future research.

2 – Literature review

This chapter contains an overview of relevant literature and further demarcates the subject of this research. This review will be split into three parts, an internal, an external and a social part. We start the review with the internal factors where we make an overview of literature on network collaborations (2.1). The concepts of network governance and public-private partnerships (PPP) will be explained in order to better understand the nature of the programme that is being researched. Factors we explore here are things like the agreements that have been made and the monitoring of progress. In the second part (2.2) we look at factors outside of the network such as the involvement of interest groups. The third section (2.3) concerns social factors and is particularly prone to overlap. The social part entails factors like trust, leadership and a sense of crisis. These exist both in the more internal factors and external factors and that is the main reason why they are separated in this research. As figure 1 illustrates, the social factors only exist within the other factors, and internal and external factors may overlap as well. This reasoning will become more clear in the rest of the chapter, but painting this picture beforehand helps comprehend the factor's complexity and their possible roles.
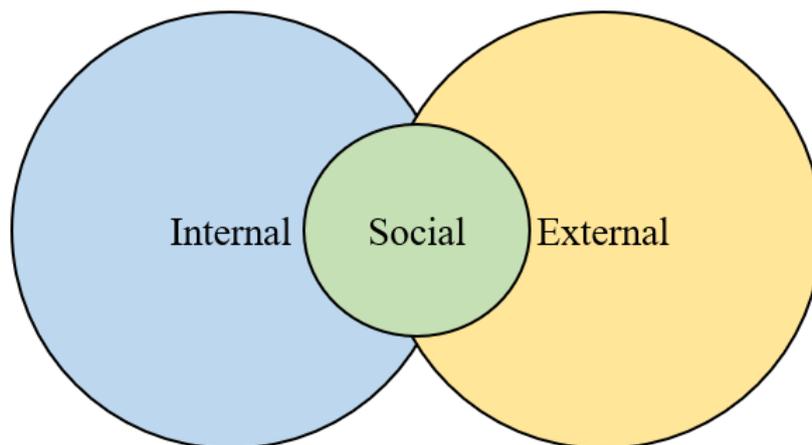
Figure 1

In other researches on network governance, a distinction is made between exercising power inside and outside of the network. These two sides have different demands which require different responses (Poocharoen & Savacool 2011; Provan & Kenis, 2007). Though this research doesn't focus on the use of power, we suspect that the internal and external sides of the programme have different ways of influencing progress as well, so we use the same distinction in the factors. Provan & Kenis conclude that different network shapes and the difference in the internal and external dimension require different types of management (2007; 248). They describe the need to examine governing decisions in networks, which is why we've created a third category with social factors.

The three parts lead to a table which is the base for the data analysis in chapter five. In this table different factors will be awarded as having a positive, negative or neutral effect on progress, where

neutral means the factor can have both a positive or a negative influence, depending on the way it occurs in the case. The intention of the analysis is to see which negative factors exist in the FCP and should be filtered out of it and which positive factors need to be empowered to continue their positive impact on progress.

2.1 Internal factors

As stated in the introduction, the parties that form the core of the Freight Corridors Programme are mainly public parties. Therefore this first part of the literature review focuses on networks in the public sector. How do public actors act on their own and interact with each other? It is important to know that in this research political and administrative elements are separated. The administrative side of the programme is considered the internal side and the political relations are considered external factors. Though the political relations are of importance for the extent to which the internal parties can make progress, political parties are not involved in the day-to-day work and thus considered external. The people involved in the day-to-day activities such as the *actietrekkers* and the members of the task forces will be referred to as 'FCP-workers'.

2.1.1 Network governance

During Traditional Public Administration and New Public Management, working across jurisdictions became more and more important (Christensen, 2012). This caused the rise of a new paradigm: New Public Governance (NPG). NPG focuses on organizational sociology and network theory. It seeks to understand public policy in a more plural and pluralist state, meaning it looks at both interdependent actors and multiple processes. This contains an emphasis on horizontal, inter-organizational relationships (Christensen, 2012; Osborne, 2006). Though this new paradigm has its own point of view, it is argued that reforms do not necessarily replace each other, but are layered on top of each other (Christensen, 2012; Streeck & Thelen, 2005; Van der Steen, Scherpenisse & Van Twist, 2015). Therefore we shall not look at the extent to which things comply with either of these paradigms. We shall focus on the thing that NPG adds to the equation: collaboration in inter-organizational networks. Crucial for working in networks is the fact that multiple organizations are connected.

The first thing to explore concerning network governance in the context of the FCP is the quadrant model created by The Netherlands School of Public Administration (NSOB). This model describes four different styles of governmental steering and supports the earlier mentioned layering of government reforms. One style does not necessarily replace the other, they often coexist (Van der Steen, Scherpenisse & Van Twist, 2015). The styles are based on the extent to which the government includes others in the policy process and the extent to which the government steers on either results or preconditions. The style that most fits the FCP is that of 'Network Governance'.

Though there is much debate around the precise definition of network governance, it clusters around two main features: the existence of an interaction pattern in exchange and relationships and a

flow of resources between independent units (Jones, Hesterly & Bogatti, 1997). The networking government is a government that steers on results but realises it needs help to achieve them. They cooperate with other parties in order to gather resources, which means the other parties have influence on the results by prioritising things they themselves desire most (Van der Steen, Scherpenisse & Van Twist, 2015). This can clearly be seen in the FCP since it is a collaboration between provinces, the Ministry, ProRail, Rotterdam Port Authority and the Logistics Topsector. Each of these parties has a say in the managerial structure that will further be explained in chapter four, the case description.

2.1.2 Contracts vs. social components

In the literature there seems to be a split when researching collaborations and partnerships. One the one hand, there is the contractual side of the collaboration where agreements, funding and risks are reviewed (Bovaird, 2006; Alexandersson & Hultén, 2009). On the other hand, scientists research social factors that have influence on the progress that is made in a collaboration like trust and dedication (Bagchi & Paik, 2001; Teicher, Alam & Van Gramberg, 2006). The programme that is used as a case study has a varied set of *acties*, making it a versatile research subject. Since it's so versatile contracts may differ. Instead of unravelling these contractual factors, this paper mainly looks at the social components influencing progress. This approach is favoured over the contractual approach because though the shape of the contracts may differ, social interaction is always present. Nonetheless, agreements between parties about the way they work are important for the progress that can be made and will, to some extent, be taken into account.

Jones, Hesterly and Bogati (1997) identified four conditions that are essential for the occurrence and success of network governance, where the final three are most relevant for this paper. The first condition is an uncertain demand because of the inability to predict future events, combined with a stable supply. In a scenario like this organizations tend to split into autonomous units through outsourcing or subcontracting to increase flexibility, thus creating a network.

Secondly, exchanges should be customized to create a sense of dependency between actors. This requires human asset specificity and thus increases the demand for social coordination between the parties (Jones, Hesterly & Bogatti, 1997). Since different parties need to cooperate in a network governance there is the possibility of having to deal with conflicting interests (Bovaird, 2006). Coordination can help to make sure each actor knows what is expected of them and what they can expect of others, thus accepting which interests they can pursue and which ones they will have to let go of. However, Molenveld, Verhoest, Voets and Steen describe that even people from the same organisation working on the same programme can have different opinions on how one should coordinate. They argue that coordination should be adaptive, and top-down mechanisms are perceived to be ineffective (2019). All in all, having sufficient coordination is expected to have a positive influence on progress, but the way one coordinates can differ from one another.

The third condition is the performance of complex tasks under time pressure. This creates behavioural interdependence (Pfeffer & Salancik, 1978) and makes activity coordination a necessity as well. When coordination is successful, network governance gives the opportunity to produce goods and services while under time pressure (Jones, Hesterly and Bogati, 1997). However, in networks organizations with different working methods and procedures people have to get to get together and do things in a different environment than they are used to. Therefore it is important that progress in processes is closely monitored and agreements have been documented (Van der Steen, Scherpenisse & Van Twist, 2015). This way people know their tasks and have a document to fall back on if needed. If progress is being monitored, it is easier to identify which obstacles the network faces. Documenting agreements and monitoring progress are labelled as a neutral influence because their absence does not necessarily mean progress will deteriorate and their presence is no guarantee for progress. They are tools that can help cope with the complexity of networks.

The last condition is a frequent exchange between parties. Network governance is costly and therefore most rewarding when exchanges between parties happen often (Jones, Hesterly and Bogati, 1997). Moreover, when there is a close relationship between parties, people are less likely to seek personal advantages. They know they will have more interactions with these people and therefore act with a greater sense of mutual interest (Williamson, 1985). The expectation is that parties that frequently contact each other find this beneficial for their progress since they will be up to date with the other parties' wishes.

2.1 Internal factors	Expected influence on progress			
Factor	+	~	x	Source
Activity coordination	+			Jones, Hesterly & Bogatti, 1997; Molenveld, Verhoest, Voets & Steen, 2019; Pfeffer & Salancik, 1978; Rainey, 2014
Documenting agreements		~		Van der Steen, Scherpenisse & Van Twist, 2015
Monitoring progress		~		Van der Steen, Scherpenisse & Van Twist, 2015
Frequent contact	+			Jones, Hesterly and Bogati, 1997; Williamson, 1985

Table 1: Internal factors that influence progress

2.2 External factors

Not only do networks emerge between governments, governments also consult the private sector in order to take advantage of skills, creating value for money and meeting customer needs to provide better service. Funding problems can be solved by involving the private sector and working together can create a more long-term vision (Harris, 2004). Collaborating does not only offer the possibility to enjoy each other's assets, it also reveals the differences between these sectors. This subchapter does not only concern the private sector but also discusses the influence of politics on progress in a network collaboration.

2.2.1 Public and private sector differences

Though at times governments work closely with the private sector, there are some differences between them that could cause difficulties. Numerous articles and books have been written on these differences and this research is not aimed at adding to the existing theories. However, since some of the collaborations examined in this paper contain both public and private parties some differences between these sectors should be taken into account. Learning about them may explain the behaviour of some actors, help to understand them and ultimately make them easier to cope with.

The first important difference is money. If a collaboration generates losses instead of net profit, private parties will withdraw themselves from the project, leaving the public party with a problem (Alexandersson & Hultén, 2009). In the FCP funding can be particularly complex because the programme is so versatile. One *actie* may be more important than another for one of the parties, but they still need to invest in these other *acties*. Even though this may only be in the shape of time during meetings, it is a cost that needs to be made for something that is not a top priority for the party. Funding is inevitable and crucial for the existence of progress and its influence is likely to be determined by the presence or absence of funding. Therefore we label this as a neutral factor.

Political support is one of the major factors where public and private organizations differ. Public organizations need it in order to get funding and authorization to act (Rainey, 2014). They also need support from what Rainey (2014: p. 113) calls 'mass publics' which are broad and diffuse populations. If they have an unfavourable approach towards a government or policy, it could lead to reforms. Therefore they have considerable influence. This is an issue private parties do not necessarily have. All in all, support is a factor that is inevitable since it is so broad, and this diverseness is the reason we can't label the factor as positive or negative.

One can, to some extent, deal with 'support' through involvement of interest-groups, which is often seen as 'beneficial and appropriate' (Rainey, 2014: p. 121). Though interest-groups do not have the same influence as a political chief executive, consulting them helps to work out issues that the policy maker might not have seen and thus increasing support from the mass publics (Abney & Laurth, 1986; Brudney & Hebert, 1987; Elling, 1983). It should be noted that managing such a stakeholder environment is a complex activity with dynamic relationships, making it comprehensive task (De

Schepper, Dooms & Van Haezendonck, 2014). Therefore the expectation is that having contact with interest groups has a positive effect on progress, but it might not happen as much as would be desirable.

2.2.2 Public-private partnerships

A form of network collaboration where public and private parties join forces and have to work through their differences is the public-private partnership (PPP). It may also be referred to as public sector participation (Koppenjan & Enserink, 2009) and different definitions are used, which can lead to confusion and different scopes (Harris, 2004). However, the precise definition is not of the greatest importance for this paper since its aim is to further explore factors that influence progress in collaborations in general, not just in public-private partnerships. Furthermore the definition is not important, as long as 'both sides of a dialogue understand what they are talking about' (Harris, 2004: p.80). The PPP is used in this research because a multitude of researchers have written about its prospects and pitfalls that have an effect on progress (Alexandersson & Hultén, 2009; Bagchi & Paik, 2001; Klijn & Teisman, 2003; Kwak, Chih & Ibbs, 2009) and they are collaborations by definition. Some key elements that are used in different definitions are the fact that there is a durable arrangement between government and private organizations where risk, costs and benefits are shared whilst co-creating products or services (Forrer, Kee, Newcomer & Boyer, 2010; Klijn & Teisman, 2003; Savas, 2000). Whilst the degree to which private actors are involved differs for each *actie* in the FCP, these key elements are visible to some extent in each *actie*.

When shaping agreements and performance measures in collaborations, conflicts of interest might occur since different parties need to come to one set of agreements (Bovaird, 2006). These can be prevented by thoroughly analysing controversial issues at the start of the partnership so the agreements are compatible with these controversialities (Abdel Aziz, 2007). We consider this an external factor since conflicts can also be solved by hosting meetings with stakeholders in order to gain new perspectives, and these stakeholders may have conflicting interests as well. Another solution for conflict is to impose penalties. Though this might not be beneficial for the continuance of the partnership, it may be effective (Bagchi & Paik, 2001). Considering these things, we expect conflicts of interest to have a negative influence on progress.

2.2 External factors	Influence on progress			
Factor	+	~	x	Source
Funding		~		Alexandersson & Hultén, 2009 ; Harris, 2004; Rainey, 2014

Support		~		Abney & Laurth, 1986; Brudney & Hebert, 1987; Elling, 1983; Rainey,2014
Involvement of interest groups	+			Abney & Laurth, 1986; Brudney & Hebert, 1987; De Schepper, Dooms & Van Haezendonck, 2014; Elling, 1983
Conflicts of interest			x	Abdel Aziz, 2007; Bagchi & Paik, 2001; Bovaird, 2006

Table 2: External factors that influence progress

2.3 Social factors

Though the shape and characteristics of a PPP are said to determine its success, Steijn, Klijn & Edelenbos (2011) argue that managerial strategies are even more important. They state that the organisational form, though it is of influence, has little impact on the outcome of a project. This is because decisions are made in dynamic processes in complex environments and these have to be managed, whatever the organisational form (Klijn & Teisman, 2003; Osborne, 2000). Therefore, the next part of this chapter will discuss different managerial strategies that can be used to improve cooperation when working in a network. Closely related to that is leadership, another factor we'll discuss in this chapter. We also mention the factors trust, accountability and having a mutual sense of crisis. These social factors are important because the way people interact and the perspective they have determines the way they work, and thus the way progress is being made.

2.3.1 Managerial strategies

Managerial strategies are of critical importance to the success of a public-private partnership and need to be examined further according to Proven & Kenis (2007). But what are these strategies? Klijn, Edelenbos, Kort and Van Twist researched a number of managerial choices in public-private partnerships in large infrastructure projects (2008). These were 'loosely coupled forms of partnerships' (Klijn et al., 2008: p. 254), as are the *acties* in the FCP. This makes it interesting to see if the results in this article will be the same in the FCP, especially since Klijn et al. used quantitative methods and recommend the results should be checked in a more qualitative research. Recreating the whole research is too comprehensive for this paper, therefore we shall only focus on the managerial strategies that relate to perceived process outcomes since this best fits the main question of this paper.

The managerial strategies commitment and goal searching have the most impact on and are positively related to process outcomes. Commitment is defined as the opposite of discretion, where commitment is being bound to the project with little space to operate differently. Goal searching means that goals are only roughly established and that they can be adjusted later in the project to better combine the individual goals of the involved actors (Klijn et al., 2008). The expectation is that these factors also have a positive influence on progress in the FCP.

Representation and contracts have a negative impact on process outcomes and have relatively little influence. Representation concerns interaction with parties and means that parties are only selected because of their representation, not based on maximum variety and information. The concept of contracts is described as 'interactions aimed at achieving solid agreements' (p. 259) as opposed to interactions aimed at trust (Klijn et al., 2008). This means it is better for the process if one does not focus on these aspects. If taken in a strict way, this contradicts the earlier mentioned importance of making agreements about performance measures and monitoring. Yet Klijn et al. (2008) use contracts as an opposite for a focus on trust, so this would imply that focus on contracts might emerge from a sense of distrust. Following this distrust the manager wants to make contracts so they know they can hold the other parties accountable when things go wrong. This is the interpretation that will be used for this research. Since these strategies have little influence on process outcome, the expectation is that they may not be found in the FCP, but if they are present they will have a negative influence on progress.

2.3.2 Leadership

Although leadership holds a close connection to managerial strategies there are differences. Kotter (2013) states that there is much confusion about the difference between managers and leaders which makes it difficult use them in a way that will lead to success. Management is helping organisations to do what they do well through for example planning, measuring performance and budgeting. These are all rather predictable, consistent day-to-day tasks. Leadership however is about guiding an organization into the future and seizing opportunities that emerge along the way. It is about vision, empowerment and creating useful change. In short, management and leadership have different, yet crucial importance (Kotter, 2013).

For this research different types of leadership styles will be explored. Not in order to pick one that has the best fit for network collaborations, but to gather different elements that might improve or deteriorate progress. Because of the existence of a multitude of styles, this part of the review only serves as a short introduction to leadership, exploring its most important facets, and not to estimate the effect of leadership on progress. We examine to which degree the facets discussed occur in the Freight Corridors Programme and whether they seem to have a positive or negative influence on progress.

One of the earlier theories surrounding leadership tried to explore which characteristics and traits make a good leader (Rainey, 2014). This led to numerous lists with traits such as intelligence, enthusiasm and persistence that should lead to effective leadership. But without knowing in what context these traits are used, it is difficult to predict to what extent they are actually beneficial (Van Wart, 2012). Therefore contingency theories started to gain popularity. Fiedler (1967) stated that multiple types of leadership can be effective, as long as they match the contingencies the leader faces. Key contingencies are leader-member relations, task structure and position of power where respectively trust and cooperativeness, clarity and task specificity and formal power are determining (Fiedler, 1967). Closely related to this is the life-cycle theory by Hersey and Blanchard (1982), stating that the maturity

of the group that is being led is determining for the type of leadership that is necessary. Later on more researchers focused on theories like transformational leadership where leading people through change was the key factor and transactional leadership where transactions and exchanges formed the focal point. Charismatic leadership was added to the spectrum and theories surrounding ethical leadership were developed (Rainey, 2014; Van Wart, 2012), but the focus in all these theories is still on one person being the leader, a fact that might not be accurate in a network collaboration.

Though in leadership one often looks at individuals, the notion of a group of leaders emerges. Especially in network collaborations distributed leadership may exist. In this case there are multiple leaders in different layers of the context (Ansel & Gash, 2012; Bernier & Hafsi, 2007; Meijer, 2014). This leads to a number of questions when we look at leadership in networks. For instance, it might not be clear who the leader is or there may be multiple, clashing leaders. Leadership is supposed to enhance progress, but when there is ambiguity it might cause inefficiency and delays. Network leadership has a demand for a long-term perspective to achieve the desired results. There should be emphasis on collaboration and framing problems as chances in order to create a win-win point of view. Leaders in networks need to be good at assessing their environment and enabling discussions in order to align the group's vision (Van Wart, 2012).

Shared leadership is a multilevel model about enhancing assets and motivation. In this style different members of the collaboration show different types of leadership. Its success is based on three factors: capacity of followers, capacity of the leader to develop and delegate and willingness to implement the leadership (Van Wart, 2012). This should create an 'empowered team', meaning there is a heightened level of motivation following an assessment of the team's tasks, seeing these tasks as autonomous, meaningful, potent and impactful (Kirkman & Rosen, 1997). Furthermore, it is important for a team to have strong internal relations. If these are non-existent, coaching should be provided by an external team leader. If these conditions are met, shared leadership has a positive effect on team performance (Carson, Tesluk & Marrone, 2007). Finally, It should be noted that leadership in general needs to be seen as a continuum on a scale of focused to distributed leadership, not as something that only belongs to either one or the other group (Gronn, 2002).

2.3.3 Other social factors

When working with all these people, parties and leaders, who should be held accountable? Numerous shapes of accountability have emerged in academic works such as vertical, horizontal, financial, hierarchical, collective and individual accountability (Bovens, 1998). Newman (2004), however, argues that it is not necessarily important to choose one that best fits a situation, but to "trace emerging patterns in the logics of accountability through which actors construct their professional identity and legitimate their actions" (Newman, 2004: 29). This helps to explain behaviour by revealing to what extent the actors feel responsible for doing the things they do and their consequences. Creating an environment where accountability and transparency are important can be done by working with performance criteria.

When these are established in cooperation with the involved parties, it gives them an extra incentive to live up to expectations since they cannot hide their performance (Teicher, Alam & Van Gramberg, 2006). Accountability will be marked as a neutral factor since it can both work as a disruptor and a stabilizer. Knowing who is accountable and taking responsibility can help progress, but not knowing or not taking the responsibility slows it down.

A factor that emerges in the lion share of research is trust (Bagchi & Paik, 2001; Enright & Roberts, 2001; Haque, 2001; Teicher, Alam & Van Gramberg, 2006). Trust seems to be the base for a number of other factors that are important for the success of a PPP like realising both parties have stakes in the project (Flora, Green, Gale, Schmidt & Flora, 1992) and creating common goals (Haque, 2001). In order to gain and maintain trust it is important that parties realise what they are in for. Because trust is a fundamental factor we define it as neutral. If there is sufficient trust, this should have a positive effect on progress, but if the programme lacks trust, the entire framework is crooked. In this research trust is defined as the belief that others act in an honest, reliable way.

Finally, a PPP is a long term phenomenon and expectations need to be managed accordingly (Harris, 2004). This brings a need for patience, since some issues may take time to resolve and discovering common grounds can be a time-consuming activity (Larkin, 1994). Having a mutual sense of crisis can help to speed things up as it serves as a trigger to realise things (Bagchi & Paik, 2001; McGraw, 1984). This means having different motives for action could slow down progress. If we assume there is a mutual sense of crisis, this will have a positive impact on progress.

2.3 Social factors	Influence on progress			
Factor	+	~	x	Source
Accountability		~		Bovens, 1998 ; Newman, 2004 ; Teicher, Alam & Van Gramberg, 2006
Trust		~		Bagchi & Paik, 2001; Enright & Roberts, 2001; Flora, et al., 1992; Haque, 2001; Teicher, Alam & Van Gramberg, 2006
Mutual sense of crisis	+			Bagchi & Paik, 2001; McGraw, 1984
Leadership		~		Ansel & Gash, 2012; Bernier & Hafsi, 2007; Carson, Tesluk & Marrone, 2007; Fiedler, 1967; Gronn, 2002; Meijer, 2014; Rainey, 2014, Van Wart, 2012

Managerial strategy: commitment	+			Klijn, Edelenbos, Kort & Van Twist, 2008
Managerial strategy: goal searching	+			Klijn, Edelenbos, Kort & Van Twist, 2008
Managerial strategy: representation			x	Klijn, Edelenbos, Kort & Van Twist, 2008
Managerial strategy: contracts			x	Klijn, Edelenbos, Kort & Van Twist, 2008

Table 3: Social factors that influence progress

2.4 Conclusion

Table 4 summarises the factors and their predicted effect on progress that emerged from literature. For the internal factors we suspect activity coordination and having frequent contact will have a positive impact on progress while documenting agreements and monitoring progress have a neutral effect since they might not occur as much as would be desirable. The external factors funding and support are expected to have a neutral impact, because their absence or presence makes a great difference for progress. Conflicts of interest are suspected to have a negative effect while the involvement of interest groups can help solve conflicts and thus has a positive effect. The social factors trust, leadership and accountability are labelled as a neutral effect whereas having a mutual sense of crisis is expected to help achieve progress. Finally, the managerial strategies focus on commitment and goal searching should have a positive effect and be relatively visible while focus on representation and contracts are predicted to be less visible and have a negative impact on progress.

All factors	Influence on progress		
	+	~	x
Activity coordination	+		
Documenting agreements		~	
Monitoring progress		~	
Frequent contact	+		
Funding		~	

Support		~	
Conflicts of interest			x
Involvement of interest groups	+		
Accountability		~	
Trust		~	
Mutual sense of crisis	+		
Leadership		~	
Managerial strategy: commitment	+		
Managerial strategy: goal searching	+		
Managerial strategy: representation			x
Managerial strategy: contracts			x

Table 4: Overview of all factors that influence progress

3 – Methodology

3.1 Data collection

Three methods are used to investigate the influence of the concepts in table 4. Documents were analysed, participative observation was used and interviews were held. These qualitative methods have been chosen in order to fully understand and take into account the complex environment in which the parties work (Van Thiel, 2015). Each of the methods serves a different purpose. Firstly, the document analysis is mainly used as background information. It is important to show the context in which the analysis is executed. The documents are used to determine whether an *actie* is actually making progress or not. The data analysis is closely linked to the observations. All documents that were used in meetings were scanned to see if they revealed anything on the matter of progress and factors influencing said progress. Moreover, documents such as the action plans for the projects have been analysed to explore factors like coordination and the degree of documenting agreements. If this was the case, it is referred to as an observation in the analysis.

In chapter 4.3 we select several *acties* that are analysed in this research. For each selected *actie* two people were interviewed. One of these was the *actietrekker*. The others were people who were closely involved in the same *actie*, but work for an organisation that is as different as possible from the *actietrekker*. For example, if the *actietrekker* works for the Province of Gelderland, the other respondent would work a for a private party like a consultancy agency. Though one person cannot represent the whole sector or organisation they work in, diversifying the respondents as much as possible creates the widest scope possible with a small population sample. The interviews were semi-structured and the topic list can be found in appendix A. The semi-structured design was chosen because this allows room for the discussions of factors that have not been listed in the theoretical framework, whilst maintaining enough clarity to make sure all the listed factors have been examined (Van Thiel, 2015).

The observations are complimentary to the interviews. They are used to check whether the statements made by the respondents are plausible and completement them where necessary. The observations took place in the *programmateam*'s weekly meetings every Thursday afternoon for a period of six months. During these meetings, the researcher's role was limited and served as a mean to comprehend the way people within the programme work. Since the members of the team were aware of the role of the researcher this may influence data, but due to the lengthy duration of the observation the members got used to the presence of the researcher, thus limiting the influence (Van Thiel, 2015). The same goes for the meetings of the *kernteam* and the *actietrekkersbijeenkomsten* (meeting where all *actietrekkers* join in order to create synergy and keep in touch), though these were held less often. Three meetings with the *kernteam* and three *actietrekkersbijeenkomsten* have been observed. During all these meetings the researcher took notes of everything that was said about progress in the *acties*. The main remarks can be found in appendix C. As one can see, progress was not addressed in every meeting,

therefore the observations seem a bit random. However, they project an image of the sentiments surrounding progress in the programme and show useful information on the attitude of the programme organisation towards the *actietrekkers*.

3.2 Operationalization

This subchapter concerns the operationalization of the concepts in the theoretical framework. How can we properly measure the factors mentioned? In table 5 we see several indicators for the factors that emerged from the literature. These indicators show whether a factor is present in the FCP or not, but not all of them have a direct link with whether the factor has a positive or negative effect on progress. This has a detrimental effect for the internal validity, meaning it is difficult to say whether these indicators truly capture the essence of the factors. Part of this is caused by the fact that the analysis is a two-tier process. We first need to establish whether a factor is present and if yes, we need to determine which effect it is perceived to have on progress. We do this by looking at the sentiments the respondents show in the interviews and during the observations. This is a very abstract thing, but because we only need to determine whether the sentiment is positive or negative we believe this is a manageable flaw. The external validity is less important for qualitative studies since it is hard to draw universal conclusions based on a small sample. This can be somewhat improved by carefully selecting the research units (Van Thiel, 2015). As mentioned before, the respondents have been chosen as diversely as possible, making it more plausible that they represent different perspectives and thus improve the generalizability.

As is typical for social sciences, this research struggles with reliability since it is highly dependent on personal experiences and emotions. This is mainly a problem for the consistency: will we get the same results if the research is done in a different setting with different people? To undermine this problem, one can repeat the research in multiple contexts (Van Thiel, 2015). If we consider the fact that each *actie* is a project of its own, we can argue that the research will already be conducted in different settings with different people. However, the context is similar and the involved parties represent organisations within one partnership.

A final remark that needs to be made on the reliability and validity of this research is the researcher's bias. Since the observations made by the researcher are a hefty part of the analysis, we need to be wary of subjectivity. To keep the bias as low as possible, conclusions have only been drawn on literal quotes by the respondents and observations that have been logged in the observation schedule in appendix C, making it possible to retrace the source of a statement. Though it should be noted, this is an imperfection that is unavoidable in participative observation and therefore does not discredit the research.

Factor group	Factor	Indicators
Internal	Activity coordination	Parties create mutual agreements on who does what, when and how
	Documenting agreements	Documents with agreements exist and are accessible
	Monitoring progress	Fixed times of reflection on the extent to which commitments have been honoured
	Frequent contact	Number of meetings
		Keeping in touch besides meetings
External	Funding	Investing in projects
		Not being able to execute things due to a lack of money
	Support	Favourable approaches towards policies
	Involvement of interest groups	Consulting with parties outside of the network
	Conflicts of interest	Controversial issues between involved parties
Social	Trust	Confidence in co-workers to do what is necessary
		Transparency
	Mutual sense of crisis	Farsightedness: looking at the long term effects and goals
	Accountability	Feeling the need to execute things
		Feeling responsible for results
	Leadership	Visions for the future
		Number of leaders
		Formality of leadership in meetings and day-to-day activities
	Managerial strategy: commitment	FCP- workers execute their work within strict guidelines
	Managerial strategy: goal searching	Absence of fixed goals
		Existing goals can be reconsidered
	Managerial strategy: representation	Carefully selecting interest groups to interact with

		Interaction always involves the same kind of interest groups
	Managerial strategy: contracts	All activities need to be agreed on and documented before execution

Table 5: Indicators

3.3 Practical course

The FCP is too comprehensive to research as a whole. Therefore, eight *acties* have been selected (see chapter 4.3). These can be seen as cases within the larger case that is the FCP. The goal is not to compare these cases with each other, but to use them side by side to paint a complete picture of the factors influencing progress in slightly different contexts. In the fourth quarter of 2018, the progress of all *acties* has been evaluated. This led to the conclusion that the *acties* Pipelines, BLIS and Innovation Agenda have not made sufficient progress (Topcorridors, personal communication, April 3, 2020). Therefore, these *acties* should be reviewed in this research. Since they progressed little, it is likely to think that factors that influence progress in a negative way can be seen here. Unfortunately it was not possible to arrange interviews with key players for the *actie* Innovation Agenda. A possible explanation for this is the fact that the Logistics Topsector operates in more programmes similar to the FCP, but their resources are limited, urging them to allocate these between programmes (Appendix B.13). This may also explain why the *actie* has made insufficient progress. Because we can't gather enough data about this *actie*, it will not be addressed any further in this research. Other *acties* that will be taken into account are Last Mile Rail, 740 Meter Long Trains, Finance, Clean Energy Hubs, Truck Parkings and Node Tilburg.

For each of these *acties* two people have been interviewed, except for the *actie* Finance due to a lack of response. To ensure there was sufficient information about this *actie*, we have observed one of their weekly meetings as a part of the observations. For all other *acties* two interviews were conducted, creating a total of 15 interviews. All interviews have been held digitally due to the measures aimed at controlling the coronavirus. The Dutch government urged people to work from home as much as possible, so it was not acceptable to physically meet the respondent.

Each interview was transcribed and sent back to the respondent. They were allowed to check the transcript to see if what they said was correct and sufficiently clear and if not, adjust it. This was done with track changes, making it possible for the researcher to see what had been changed. None of the respondents made large alterations, implying that they thought well about their answers when they heard the questions for the first time.

The transcripts were analysed with use of ATLAS.ti, using list coding where each of the factors that emerged from the literature review was a code. Two codes have been added aside from the factors. One was called 'governance' and assigned to remarks concerning the organization of the FCP as a whole as described in chapter 4.1, and not on the *actie*. The other was called 'rest'. This was assigned

to remarks on factors that had not emerged from the literature review and were not related to 'governance'. Afterwards, the codes in the categories 'governance' and 'rest' were classified as an internal, external or social factor and given a name. The 'new' factors that emerged from this more inductive way of research are described in chapter 5.4. For each respondent, the remarks made about a factor were analysed and marked as mostly positive, mostly negative, neutral or irrelevant. This is put together in the tables that can be seen in appendix B. In chapter five we accumulated the scores and checked to see whether the respondents experience with the factors was in accordance with the expectations described in chapter two.

A final remark needs to be made on the practical course of the observations. The lion share of the meetings took place online. In this setting it was difficult to see sentiments in the group dynamics due to mediocre sound and image quality and because video conferences make it nearly impossible for two people to be audible at the same time. For example, when laughter occurs it's difficult to hear what someone else is saying. Therefore the observations only concern verbal aspects.

4 – Case description

This case description contains the most important elements of the FCP for this research. Firstly, the most important aspects surrounding the programme's organisation will be discussed in subchapter 4.1. Afterwards we briefly discuss the goals and themes the programme covers in 4.2. In subchapter 4.3 we take a closer look at the *acties* that are investigated in this research. For some *acties* the analysis starts here since some of the information necessary to describe the *acties* could not be found in documents but became clear from the interviews. When this is the case, it means 'documenting agreements' is a factor on which people have spent little time. Though it is worth mentioning, we will only start to draw conclusions on the factors in chapter 5 where we combine the document analysis with the interviews and observations.

4.1 Governance

The first thing that should be noted about the governance of the programme is that it has been revised in 2019 after a thorough evaluation of the work since the programme started in 2017. The most important changes are a more clear task description for each of the different fora in the governance structure and the addition of the organisation chart as seen in figure 2 (Topcorridors, 2019a). Before explaining the organisation chart, it should be noted that there is a difference between the programme's governance and the structure of the *acties*. The 'programme plan' explains the structure of the programme and contains two parts. Part 1 is the 'action plan' which contains the scope, vision and goals of the programme, as well as an overview of the *acties* and resources (Topcorridors, 2017). We will further elaborate on this in chapter 4.2. Part 2 explains the governance of the programme as a whole, this can be seen as the umbrella under which all the *acties* take place. Besides that, each *actietrekker* has the freedom to shape their *actie* as they see fit (Topcorridors , 2019a). This means there can be organisational differences between the acties, but the programme governance is always the same.
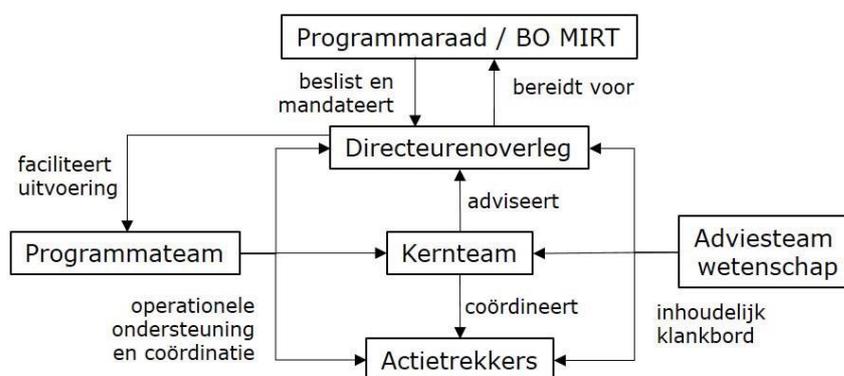

Figure 2: Organisational structure (Topcorridors, 2019a: p. 7)

The governance is aimed at realising the programme's policy objectives as effective and efficient as possible, using open communication methods and holding all involved parties accountable. The *programmaraad* is the programme's formal client and consists of the deputies of the four provinces, the COO of the Rotterdam Port Authority, a representative from the Logistics Topsector and the director of the Ministry of Infrastructure and Water Management. This group meets twice a year and grants a mandate to the programme manager to execute the plan. Once a year the minister substitutes the director of the Ministry, the meeting is then called the BO MIRT (Topcorridors, 2019a).

Preparing the participants of the p*rogrammaraad* is the task of the *directeurenoverleg*. This group meets six times a year and consists of people form the same organisations as the *programmaraad*, with the addition of people from ProRail and Rijkswaterstaat. The *directeurenoverleg* is also responsible for facilitating and keeping an eye on the execution of the decisions made by the *programmaraad*. Executing these decisions is the responsibility of the *programmateam*. This team is the operational heart of the FCP which meets every week. Their task is to support the *actietrekkers*, as well as informing the *kernteam* (Topcorridors, 2019a). The *kernteam* is responsible for advising the *directeurenoverleg* and accountable for the *actietrekkers*. This means that when *actietrekkers* are not making progress, it is the *kernteam's* job to figure out how they can help them. The *kernteam* meets once every 1,5 months and consists of people from all the earlier mentioned parties. As mentioned earlier, the *actietrekkers* are coordinators for the *acties* in the FCP. It is their job to create a plan of *actie* for the project where they describe the scope, duration, budget etcetera for the project. They meet every two months in order to keep each other updated, find synergy between their *acties* and help each other if necessary and possible. Both the *directeurenoverleg, kernteam* and *actietrekkers* are supported by the *adviesteam wetenschap*. This group consists of several independent parties like scientists who mainly advise on substantive matters (Topcorridors, 2019a).

A final interesting note on the governance is the composition of the *programmateam*. Unlike the other groups in the governance, not all parties are represented here. The team consists of people from the Ministry, the provinces Limburg and Gelderland, and two consultancy firms. One of these focusses on the governance and processes whilst the other has more focus on the programme's content. This means ProRail, the Logistics Topsector, the Port Authority Rotterdam and the provinces North Brabant and South Holland are not represented in the executive core of the programme. This was addressed in the evaluation that has been held in 2018 because it makes it harder to pass on tasks and keep all parties connected to the programme (Topcorridors, 2019a). One of the respondents, who is a part of the *programmateam,* found this problematic as well, since it creates a certain distance between those parties that aren't represented and the programme as a whole since the *programmateam* is the operational core of the FCP. The respondent says they feel like this is a problem, but the unrepresented parties themselves do not show that they want to be a part of the *programmateam*, so the respondent does not know if this is an issue that actively needs to be solved (Appendix B.13). The importance of

keeping all parties connected to the programme will become more clear in chapter 5 when we address the factor support.

4.2 Themes, goals and actions

As said in chapter 4.1, this section will further elaborate on the 'action plan' of the programme. Contrary to the governance plan, the action plan has not been fully revised, though there have been some changes. Some *acties* have been terminated whilst others have been added. We begin with the scope of the programme. The scope are the East and Southeast logistic corridors that respectively run from Rotterdam, past Arnhem towards Germany and from Rotterdam through North Brabant and Limburg towards Germany. The freight transport on these corridors is important for the added value of the Netherlands since they are a part of the Rhine-Alpine corridor in the Trans-European Transport Network (TEN-T), which is one of the busiest routes for freight transport in Europe (Gül, 2015: p. 9).

There are five broad goals in the programme: improving the flow of traffic and road safety, improving economic growth, focussing on users, improving liveability and sustainability and lastly maintaining road management and maintenance. These have been interpreted in five policy themes: above average nodes, improvement of traffic flow, user service, sustainability and innovation (Topcorridors, 2017). All themes and *acties* have been selected during the BO-MIRT 2017 based on the 2017 MIRT research. We will not further elaborate on why these specific themes and *acties* have been chosen because that is mainly a political matter and not the scope of this paper. However, in the analysis we will further elaborate on the influence of political support in gaining progress. The reason we do mention which themes and *acties* are a part of the programme is to illustrate how comprehensive the FCP is.

'Above average nodes' is aimed at creating and optimizing connections between networks on the corridor and in the region in order to improve flexibility, robustness, capacity and sustainability (Topcorridors, 2017: p. 7). To achieve this, six nodes have been selected that have an above average importance for the freight corridors. In this policy theme there is attention for improving modal shift (transferring freight transport from the road to railways or waterways), making agreements about where businesses set up and optimising the nodes. The above average nodes are Tiel, Nijmegen, Moerdijk, Tilburg, Venlo and Sittard-Geleen/Stein and each node has its own plan of *actie* (Topcorridors, 2017).

'Improvement of traffic flow' focusses on increasing the speed of freight traffic by reducing bottlenecks. This should be achieved by broadening the A15 motorway, reducing congestion in the port of Rotterdam, improving data exchange and making the road network more robust. 'User service' is enhanced by creating more and better parking spaces for trucks, improving berths for vessels, improving quay walls and facilitating longer trains. 'Sustainability' is specifically addressed by the *actie* 'Clean Energy Hubs' which aims to create a network of refuelling points with alternative fuels on the corridors in order to nudge carriers towards a greener fleet and thus reducing emissions (Topcorridors, 2017).

4.3 The case selection

In this subchapter we will further elaborate on the *acties* that are examined in this research. It is not important to know the details of these cases, but reading a short description of the *acties* helps to understand the context in which they progress.

4.3.1 Pipelines

The *actie* 'pipelines' is one of the least specific *acties* in the FCP. The action plan states that the point of this *actie* is researching the potential of pipelines as an innovative way of freight transport (Topcorridors, 2017: p. 11). Because of trends in energy transition and circular economy, pipelines are a subject that gains attention. However, they are a compicated matter since they cross both the public and private domain (Enprodes, 2017). The tension between these sectors emerges in the sense that pipelines have always been a private good, but they have to deal with many public factors such as legislation and municipality's destination plans (Appendix B.11, 2020). The goal of this *actie* is to investigate what role the government can play in the creation of new pipelines. Since pipelines have always been private property, the government needs a solid reason for intervention. The first question this study should answer is whether the government should intervene or not. If the answer is yes, a new research will be planned to see in which way the governement needs to be involved (Appendix B.12, 2020).

4.3.2 BLIS

'BLIS' is short for 'Binnenvaart Ligplaats Informatie Systeem', meaning it is an information system for berths for inland waterways. The system allows skippers to see where berths are available. This would reduce unnecessary vessel movements and thus save time, reduce emissions and fuel costs (Binnenvaartkrant, 2016; Ministry of Infrastructure and Environment, 2017). The system is operational through all of the Netherlands since October 2018. However, much information is missing because these berths are operated by third parties (MCA Brabant, n.d.). The goal of this *actie* is to gather all this information in order to make BLIS completely functional and useful (Ministry of Infrastructure and Environment, 2017).

4.3.3 Last Mile Rail & 740 Meter Long Trains

The next set of *acties* that will be investigated are Last Mile Rail and 740 Meter Long Trains. These *acties* are taken into account because no new working groups have been established to work on these *acties*, because they already exist in a different policy domain. If there are results or problems, the *actietrekker* reports these to the FCP programme management (Appendix C). This means there is a different way of collaborating compared to the other *acties*. These *acties* are two of the 'priorities' mentioned in the *Masterplan Spoorgoederenvervoer*, a plan aimed at enhancing freight transport by rail and making sure it is capable of dealing with the increase in demand (Rijksoverheid, 2018). Allowing

trains with a length 740 meter increases direct returns for the average freight train. However, to make this possible adjustments to the rail network need to be made such as adding possibilities for overtaking so freight transport doesn't collide with passenger transport. The second *actie*, last mile rail is an area where much improvement is possible. The main problem concerns communicating and sharing information. This often either does not happen of it happens too late. Better management of information on these last miles should improve reliability and efficiency and thus decrease costs (Rijksoverheid, 2018).

4.3.4 Finance

Another special *actie* is the one concerning Finance. This is not one of the seventeen *acties*, but one of six overarching *acties*. It's main goal is to gather information on and submit requests for European finance options (Topcorridors, 2017). Having a working group that focuses on obtaining funds should make collaboration somewhat easier in the other *acties*. For example, this working group can help shape business cases and thus somewhat relieve the other project teams' duties.

4.3.5 Clean Energy Hubs

Clean Energy Hubs (CEH) is the first of three *acties* that have made considerable progress. Clean Energy Hubs are sustainable fuel points, mainly aimed at heavy transport. The goal is to make a large sum of freight transport more sustainable by creating the prerequisites necessary for private parties to switch to greener trucks. The CEH should create a nationwide, evenly spread network of fuelpoints. This means carriers have a guarantee that they can find sufficient fuel points on their route and developers have an incentive to create greener vehicles (Topcorridors, 2017; Knabben, Balakirsky & Heinink, 2019).

4.3.6 Truckparkings

The second *actie* that has progressed is the one concerning Truckparkings. It is a part of the category 'User service' and is aimed at creating suffient parking spaces for trucks to prevent cargo theft and to relieve overloaded rest stops. This should lead to less nuisance and well rested drivers which improves road safety (Programma Goederencorridors, 2018). The projectteam is working on finding priority locations, researching financial arrangements and analysing which rules are necessary and how they should be communicated and enforced. The projectgroup is not the one operating the truckparkings, that is the owner's responsibility. The group is meant as a tool to assist municipalities and private partners with, amongst other things, subsidy possibilities and legal procedures (Topcorridors, 2019b).

4.3.7 Node Tilburg

Node Tilburg is one of six logistic nodes with an above average importance for the functioning of the freight corridors. These six nodes are separate *acties* and they differ from the other *acties* in the sense

that they have a somewhat coordinating function.The action plan for node Tilburg contains several goals and challenges for optimising the node on topics as sustainability, safety and innovation. Several projects are described that pursue these goals. The *actie* makes sure these projects don't conflict with each other and the main goal is to improve Tilburg's competitive strength which is ultimately favourable for the whole corridor since improving throughput is a part of that. The plan of action has an adaptive character, meaning the projects that are mentioned can be adjusted and new ones can be added if desirable (Gemeente Tilburg, 2018).

5 – Analysis

This analysis will use the same division in factors as described in the literature review. Chapter 5.1 discusses the internal factors, 5.2 concerns external factors and 5.3 is about the social factors. In each of these sections we will first discuss how the theoretical factors appear in the FCP based on the documentanalysis, interviews and observations. Which influence do they have on progress and does this comply with the theoretical expectation? This leads to an assessment on the importance of each factor. In chapter 5.4 we present the progress network which explains progress when working in network collaborations by combining the most imporant information of subchapters 5.1 through 5.3. Finally, in chapter 5.5 we elaborate on the goverance of the programme and how changes in the programme can be implemented that might improve progress.

5.1 Internal factors

In table 6 one can see a systematic summary of the experiences the respondents have had with the internal factors from the theoretical framework. The column labeled 'Orginal' contains the expected effect the factor will have on progress according to literature. In the column 'Highest N' we see which effect was percieved the most by the respondents. However, this is not a final verdict, since it does not include the observations. What should also be noted is that an extra category has been introduced, the category 'irrelevant'. When a factor is deemed 'irrelevant', this means the respondent has no opinion on the topic because it either was not present in their work, or because they do not think it is an important topic. When factors are mostly deemed irrelevant the role of the researcher and the observations become more prominent since the respondents lack input. This structure goes for all three categories of factors.

Internal factors	Original	N +	N ~	N x	N Irrelevant	Highest N
Activity coordination	+	13	1	1	0	+
Documenting agreements	~	5	1	0	11	Irrelevant
Monitoring progress	~	7	0	0	8	Irrelevant
Frequent contact	+	6	2	0	7	Irrelevant

Table 6: Perceived effect of internal factors on progress

5.1.1 Activity coordination

Most respondents, as suspected, have positive experiences with activity coordination. They say making clear who is responsible for doing what helps to make sure things get done. It enables them to confront

coworkers when they do not live up to their end of the deal. However, because the programme and the *acties* are so diverse and have an elaborate governance, R12 emphasises the importance of looking at what one is doing at the beginning. You have to think about how to include all of the important stakeholders, without having to involve them in every single step you take, for this could create a cumbersome process (Appendix B.12). This relates to literature stating that PPPs should use a comprehensive analysis to determine on which agreements the partnership should be built (Abdel Aziz, 2007).

We see that activities are coordinated, but the way this coordination occurs differ for the indidvidual *acties*, which is what we expected following Molenveld et al. (2019). Furthermore one can see the importance of activity coordination when looking at the taskforces for each *actie*. The *acties* that do not have a taskforce that meets up on a regular basis are the *acties* that do not make sufficient progress, whilst *acties* that have a clear division of labour are the *acties* that make the most progress (Appendix C).

5.1.2 Documenting agreements

Though documenting agreements is mainly marked as 'irrelevant', it is of great importance. It is decided that each *actietrekker* makes a plan of action in which they are free to shape the plan and their working methods however they see fit (Appendix B.15). The *actietrekkers* do not necessarily mind this freedom, but they point out it would have helped to have more guidance in the contents of these plans of *acties*. R2 points out it was difficult to figure out which aspects should be incorporated at the least, and that there was little response when they asked for clarification (Appendix B.2).

These plans of action cover the duration of the whole project, but some respondents discuss a *jaarplan.* This is a tool to create structure in the coordination. It is a non-mandatory document which is used to establish the agreements about the content they will work on that year and the division of labour in the taskforce,(Appendix B.9). It is noteworthy to remark that it's the *acties* that have made sufficient progress who use a jaarplan or something similar to it while the ones that haven't made sufficient progress don't (Appendix C). This implies that having documents that break the process down to smaller bits is helpful for making progress. R8 remarks that it takes time to put agreements on paper whilst keeping in mind the question 'how can we make this happen?'. But once these agreements are expressed in the right way, they give the people on the taskforce something tangible to work on, making it easier to check them off and get closer to the main goal, thus making progress (Appendix B.8). Furthermore, having documented agreements makes it easier to monitor progress because one knows what needs to be done and when it is supposed to be done (Van der Steen, Scherpenisse & Van Twist, 2015).

5.1.3 Monitoring progress

Monitoring progress is something that is either percieved as positive or irrelevant. In this case the irrelevant group is mainly categorized that way because the respondents felt like there is little

monitoring. A distinction needs to be made however. The goals that are decided on in the yearly MIRT consultation committees are monitored more closely than the goals and progress made for the individual *acties*. This is due to the fact that the minister agrees on these goals, which make the possible consequences for not achieving them greater. If one doesn't achieve them, it is possible one will get less funding because the programme seems to be ineffective (Appendix B.4, Appendix B.10).

One way the *acties* are monitored is through the bimonthly *actietrekkersbijeenkomsten*. In these meetings some *actietrekkers* present the work they are occupied with at the moment, there is room for questions and the meetings should spark synergy between the different *acties* where possible (Appendix C). These meetings are percieved as useful, but the attendance varies and not all *actietrekkers* take the effort to mention it if they can't make it (Appendix B.13). Contrary to that, others see these meetings and the programme itself as "a way to achieve our own goals faster" (Appendix B.1), implying they value it. Since the meetings are held digitally, the turnout has grown, causing people to feel more connected to the programme and having a better understanding of the activities in the other *acties* (Appendix C). There are also differences between the individual *acties*. R14 points out that there is not enough monitoring of the process. They explain there is an *actieagenda* (a list with an overview of things that need to be done and who is responsible for doing these things) which is sometimes evaluated during the meetings, but this does not necessarily contribute to the progress of the *actie* as a whole (Appendix B.14).

We can conclude that some progress monitoring is present and several respondents agree that seeing progress in a project helps to motivate the FCP-workers. Having some success creates a craving for more succes and it makes people proud of their work. By monitoring progress and evaluating more, people are 'forced' to look at the successes they have created and thus encourage them to keep up the good work, however little these successes may be. As described earlier, documented agreements make monitoring progress easier since there is something tangible to fall back on (Van der Steen, Scherpenisse & Van Twist, 2015), so in order to improve monitoring progress, one should start with improving the documentation of agreements.

5.1.4 Frequent contact

The final internal factor is the most nuanced. 'Frequent' obviously is a subjective term and we cannot draw conclusions on the ideal number of contact moments. Frequent contact is mainly judged as having a positive influence, but it is also a difficult factor. R2 for example says: "I notice that everyone's schedules fill up quickly. If you want to meet up in three weeks, you need to plan something now and hope it works for both parties" (Appendix B.2). R4 supports the difficulty by explaining that there was a time where there was an abundance of meetings, saying "I have to make choices in my schedule as well" (Appendix B.4). So even though people percieve contact as positive, it can be hard to create these moments of contact. However, FCP-workers point out that they call and email whenever there is something that needs to be adressed that doesn't require an entire meeting, and that this works well

(Appendix C). When put in contrast with the literature from chapter two, we see that exchanges between parties happen often, making the difficulties of network governance worthwile (Jones, Hesterly and Bogati, 1997). However, we cannot affirm Williamson's statement that parties seek less personal advantages because of their close relationships with one another (1985). If anything, it appeared that parties sometimes struggled with looking at the greater good of the programme, despite their frequent contact (Appendix C). This will be explained further in chapter 5.3.1.

5.2 External factors

In table 7 we see a summary of the effect of the external factors on progress according to the interviews. In the next subchapters we will discuss these results and link them to the observations and literature.

External factors	Original	N +	N ~	N x	N Irrelevant	Highest N
Funding	~	2	7	6	0	~
Support	~	5	6	4	0	~
Conflicts of interest	x	0	1	5	9	Irrelevant
Involvement of interest groups	+	8	4	0	3	+

Table 7: Perceived effect of external factors on progress

5.2.1 Funding

Funding is one of the most complicated, yet important factors in this research. All respondents share the opinion that it is a crucial factor for making progress, but funding is difficult to obtain. R13 says "It's all about money. If you don't have money in this world, no one will take you seriously" (Appendix B.13) and R5 supports this statement by saying "it is the greatest bottleneck to make something happen together, if you don't get it done, you can't make progress in the projects." (Appendix B.15).

Finding sufficient funds is often a struggle, but even more so in freight transport since it is very cost-driven (Appendix B.10) and private investers will not invest in infrastructure since it is not something that generates direct profits (Appendix B.3). Therefore it helps that the European Commission financially supports several projects that enhance the TEN-T with the Connecting Europe Facility (CEF) (RVO, n.d.). This gives the opportunity to show parties how to find funding for their initiatives such as a truckparking or a clean energy hub, making it a more interesting project (Appendix B.14). R4 supports the phenomenon of people's perspective changing when there are more resources available. "If a program has money it has more status and power. People take action differently. We've had little resources the past years which caused more focus on cooperating. What can we achieve with little resources?" (Appendix B.4). They also explain that at the moment, it is unclear how their *actie* is

going to be funded. When asked about the effect of that uncertainty on progress they say: "I don't necessarily feel like this has a negative effect, but the sooner we have clarity, the more positive the effect will be. If the uncertainty continues, it could have a negative effect." (Appendix B.4). This implies that it is normal for funding to be uncertain in the beginning, but this feeling shouldn't last too long.

What can be concluded on funding? The judgement that followed from literature seems to be correct: funding is a 'neutral' factor and the way it occurs is of great importance for the effect it will have on progress. Funding in the FCP is mostly percieved as having a relatively negative effect on progress because it is so difficult to obtain, but if one has sufficient funds, this has positive effects on the progress one can make.

5.2.2 Support

Another difficult yet crucial factor is support. As we have defined this as any form of support from outside the FCP-workers, this factor can take different shapes. Therefore it makes sense that the percieved effect on progress is distributed. This distribution can be explained by the difference in progress and context in the *acties* that shape the research population. For example, support is mostly regarded as a negative factor by the respondents involved with the *actie* Pipelines since this is a very fragmented portfolio with private pipelines running through miles of public grounds, making all parties reluctant to take the lead (Appendix B.11; Appendix B.12). The lack of support creates a lack of progress. Whilst for the *actie* Node Tilburg, support is percieved as positive since the municipalities aldermen and the city council are progressive and consider mobility an important subject (Appendix B.1).

So far we can conclude that being supported is essential for being able to make progress and the percieved effect is dependent on the case's context. We first make a division between political support and support from private parties that emerged from the interviews. Political support is essential to get researches and task forces started and support is given based on political arguments. As R5 says "The political consideration is very electoral. Will it help me win the next election? What do citizens think of this since they appointed me to make these decisions?" (Appendix B.5). R8 further illustrates the complexity of political support by explaining that when the members of the Province's Executive Council change, the attention for an *actie* may change as well. But when the representative for mobility remains the same there is a form of continuity, as it is not credible for them to suddenly lose interest in a topic they have promoted earlier (Appendix B.8). This means *acties* are dependent on the political climate for the extent to which they get support.

While political support is important for policy making, private parties' support is essential for executing plans and they tend to make their decisions mainly based on costs, "Administrators want zero emissions, while carriers just want a decent business model." (Appendix B.10). This private support is necessary because the programme does not pay for the actual truckparkings, clean energy hubs or pipelines. Governments sometimes fund prerequisites like land on which to build a fuel station, or the

task forces that help apply for CEF subsidy, but the fuel station itself is a private enterprise (Appendix C). Therefore the support and interest from private parties is essential for reaching some of the goals of the FCP, and thus making progress. The conclusion we can draw for support is similar to that of funding. As suspected following the literature, having support is crucial for making progress (Rainey, 2014). The way a programme or *actie* is supported determines whether support has a positive or negative impact on progress.

5.2.3 Conflicts of interest

Conflicts of interest have been marked as irrelevant relatively much. This is due to the fact that most respondents don't feel as if there have been true conflicts. However, this does not mean that everyone is always In total agreement. R9 states it sometimes happens that an agreement has been made and people go back on it, causing irritations. After all, the agreement had been made in compliance with everyones approval. R9 says this might happen because people from within the separate organisations hear about the agreement, disagree with it and urge for it to be changed, but there are multiple reasons. The respondent describes the fenomenon as having "a wheelbarrow filled with frogs" where you need to make sure none jumps out (Appendix B.9). R1 states that due to past mistakes, organisations sometimes still hold grudges against each other, causing progress to deteriorate (Appendix B.1).

From the respondents, we can see that tensions are inevitable and real conflicts need to be handled with care. This is supported by a statement R4 made. They pointed out that in the beginning of the programme, almost all available funding went to one of the *acties*, meaning the others had to find new resources. The respondent said that because everyone was urged to accept it and to keep looking forward, the ambiance between parties remained good (Appendix B.4). This setback and being able to overcome it might have even increased trust between the parties because even though something went wrong, they were able to work it out. During the observations, no great conflicts have been witnessed and there were no noticeable grudges between parties, reinforcing the claims that have been made by the respondents. Due to the absence of conflicts we cannot make any statements regarding the literature on conflicts of interest in chapter two.

5.2.4 Involvement of interest groups

The involvement of interest groups is hardly rated as irrelevant, which is somewhat remarkable since involving sufficient private parties is one of the points the programme wants to work on. However, the *programmateam* is trying to improve this for the programme as a whole by executing a stakeholderanalysis and planning working visits to relevant companies (Appendix C). As expected from the literature, the opinion on the involvement is mainly positive. R7 says "We constantly try to keep in touch with our surroundings in order to see what they're developing and which things we can use from that to avoid getting tunnelvision. I think that's very important." (Appendix B.7). R3 explains that they carefully select the people they involve in the process. People should contribute in a tangible way, for

instance through mobilising people and funds or adding knowledge to the task force. "It can be very broad, as long as they contribute to the goal you're trying to achieve" (Appendix B.3). In respect to this selection process, R6 says a government needs to spend time on deciding what their goals are. "Which buttons do you want to push? You have to look closely at what the thing you have to do really is." (Appendix B.6).

What we can conclude from the different respondents is that interest groups are an asset, but you need to invest time in selecting the 'right ones' in order to make progress. In chapter two we explained that interest groups can help solve conflicts, but since we haven't seen any in the FCP we could not test this statement. According to literature, the programme might benefit from spending more time focussing on interest groups. This is beneficial for bottom-up policies because they could help policymakers gain insights they had not yet thought of (Abney & Laurth, 1986; Brudney & Hebert, 1987; Elling, 1983).

5.3 Social factors

Table 8 contains a summary of the outcomes concerning social factors in the interviews. The following subchapter discusses these and adds the input following from the observations to make a connection to the literature.

Social factors	Original	N +	N ~	N x	N Irrelevant	Highest N
Accountability	~	8	2	2	3	+
Trust	~	9	3	0	3	+
Mutual sense of crisis	+	10	1	0	4	+
Leadership	~	10	1	2	2	+
Managerial strategy: commitment	+	1	0	2	12	Irrelevant
Managerial strategy: goal searching	+	7	1	2	5	+
Managerial strategy: representation	x	0	2	0	13	Irrelevant
Managerial strategy: contracts	x	0	2	0	13	Irrelevant

Table 8: Perceived effect of social factors on progress

5.3.1 Accountability

The factor accountability was a difficult factor in the interviews. This is because the difference between accountability and responsibility is relatively small and the respondents tended to reply only with regard to the feeling of responsibility. This might be caused by the complexity of the programme. The contributors have to deal with some sort of hierarchy within the programme, but also within the organisation that is their employer. That may lead to ambiguity on which goals to put first, but also a different mindset in general. As R15 says: "You can see that a staff member for one of the provinces was raised in a different way than consultants, and employees of the state tend to look in a more strategic and political way. Some think on behalf of their organisation and some think of the greater good. […] That causes things to be complicated, it is so elusive." (Appendix B.15).

Despite this low validity, the reliability for the factor accountability was relatively high. Responsibility was mainly perceived as having a positive impact on progress. Most respondents feel responsible for working on the programme, but it seems that not everyone acts upon that feeling. Some people are dedicated to the programme and want to know what happens in all the important meetings, while others don't make known their absence for their own meetings like the *actietrekkersbijeenkomsten* (Appendix C). All in all we have not seen clear performance criteria as Teicher, Alam & Gramberg suggest (2006), but we have seen the transparency they deem beneficial. Tracing emerging patterns that legitimate FCP-workers *acties* turned out to be too time-consuming for this research. Therefore we cannot make any statements regarding Newman's vision on accountability (2004), but this might be interesting for further research given the different upbringing R15 describes.

5.3.2 Trust

As visible in table 8, most respondents are mostly positive towards the factor trust. In the theoretical framework, trust was labelled as a neutral factor because its absence or presence can make a big difference. This is a phenomenon that emerged from the interviews as well. Most respondents that are positive mainly feel that way because they feel like there is sufficient trust in their *actie*. The concept of trust, however, is more complex than that. R6 describes trust as follows: "If there is no trust you don't even have to start thinking about cooperating units. Without trust, you cannot work together. It's a very terrific, but also a very complicated thing. It is hard to gain and easy to lose " (Appendix B.6).

This shows the importance of having and maintaining trust, but it says little on how one should do this. R8 states it is important that there are no hidden agendas. R4 agrees by arguing that being open and communicating in a transparent way helps. They also describe an incident where money that was meant for the whole programme mainly went to one of the *acties*. This was a setback for the other *acties*, because the quest for funding started all over again. Though this is something that could decrease trust, people were confident new funding would become available. Because they were able to work through this setback, there was an increase in the trust between them (Appendix B.4; Appendix B.8). This does not mean one should create problems in order to boost trust, but it does show that dealing

with matters in a constructive way can turn something negative into something valuable. Concluding this topic, we can agree with Bagchi & Paik that building trust is a critical element for the success of any partnership (2001, 492).

5.3.3 Mutual sense of crisis

In accordance with our expectations, having a mutual sense of crisis is perceived as having a mainly positive effect on progress (Bagchi & Paik, 2001; McGraw, 1984). However, it appeared to be one of the most difficult to achieve factors. As mentioned earlier in subchapter 5.3.1, the fact that people come from different organisations makes the programme rather complex. R6 says "The most negative factor is the fact that parties, whether it's governmental organizations or private companies, they are only looking out for themselves." (Appendix B.6). However, R5 argues that "What makes this programme different is that we connect people on goals, ambition and potential. On a vision on freight transport in the Netherlands. We look at chances." (Appendix B.5). This means that the FCP-workers share the same ultimate goal, but when we look closer at funding, for example, problems emerge and one party does not want to invest in a project that is mainly beneficial for other parties. The overall ambitions may be the same but when looking in detail, different parties have different priorities (Appendix C). This means there may be shared visions, but the urge to solve problems to get to that vision differs, or the path to that vision is different for the different parties. That in itself is a logical thing, but in order to make progress for the programme as a whole it is important that the parties keep their eye on the prize. This should be done by making parties realise that all steps taken are necessary to reach the end goal. As R12 says "whether a pipeline gets there or not, the involved parties have to see the benefit in that." (Appendix B.12), otherwise they will not cooperate and enable progress.

5.3.4 Leadership

Most respondents have had a positive experience with leadership in terms of progress, though they have experienced it in different ways. This can be attributed to the multiple layers of leadership that can be seen in the programme. There is leadership in the programme as a whole, but also within the different *acties*. The leadership of the programme as a whole is perceived as less clear than within the *acties*, one of the respondents for example stated on the programme as a whole that "It is like a black box to me" (Appendix B.2).

In chapter 2.3.2 we discussed several types of leadership. Distributed or shared leadership was the most present in the FCP, in both the *acties* as the whole programme. There is one person who is mainly responsible, like the *actietrekkers* or the *programmamanager*, but other people that are closely related to an *actie* also have a say in, for example, the working methods. The *actietrekker* is often seen as a coordinator, but not necessarily as a leader who decides how things should go and the task forces are very informal. This goes for the *acties,* the *programmateam* and the *kernteam*. The *directeurenoverleg* and the *programmaraad* are more formal, but apart from there being a chairman,

leadership is shared. Parties do tend to look up to the Ministry for guidance or to take the first step. This makes sense since the Ministry tends to pay the most, but there is a level playing field in decision making. All involved parties have an equal say (Appendix C). This is one of the reasons it might not be desirable to have 'stronger' leadership within the programme. As R10 explains 'decision making might be easier, but the question is whether it will also be better' (Appendix B.10). Because no one party can overrule the others there is less room for feelings of dictatorship, but at the same time this makes endless discussions on decisions possible.

All in all, the respondents seem to think leadership has a positive impact on making progress. They appear to be satisfied with the status quo but would like more clarity on leadership in the whole FCP. We can take some advice from the literature on leadership. The long term perspective that Van Wart (2012) describes seems to be present, but using more framing to get a win-win perspective could help alleviate problems with the lack of a mutual sense of crisis and this appears to hardly happen (Appendix C). The question that remains is who should take this responsibility, since all parties are equal. Carson, Tesluk & Marrone (2007) recommend an external team leader or external coaching. This way the parties remain equal but have a firm leader when needed, enabling them to move on and make progress.

5.3.5 The managerial strategies

As we can clearly see in table 8, the managerial strategies are mainly seen as irrelevant. The managerial strategies representation and contracts were suspected to have little influence according literature (Klijn et al., 2008). Furthermore, the relative unimportance of the managerial strategies can be explained by the situation concerning leadership, even though leadership and management are different concepts as explained in the literature review (Kotter, 2013). Because leadership is shared and most settings within the *acties* are informal, there isn't one person appointed to perform these managerial strategies. For example, if there is a pattern on representation, this probably appears as a natural result following the individual FCP-workers values, and not because a manager steers towards it happening.

Most respondents perceive commitment as irrelevant, mostly because they haven't experienced it. This means that the respondents do not feel like they have little freedom of movement whilst working on the programme. This is likely to be true since the programme is designed in such a way that each *actietrekker* can shape their *actie* as they see fit and people within the working groups and other meetings are equal partners (Appendix C). R1 even says "Freedom of movement is being stimulated and cheered on from all possible sides. And the responsibility of making the wrong choice is just one you have to take. They will tell you they rather would have seen something done differently, but they will never punish you for it." (Appendix B.1). This freedom seems to have a positive effect on the working environment for the FCP-workers, thus possibly having a positive effect on progress as well, as opposed to what we expected from literature (Klijn et al., 2008). This could be explained by the fact

that Klijn et al. (2008) researched process outcomes, and this positive effect on the work environment mostly concerns the process. Therefore we do not know what effect it will have on outcomes.

The only strategy that is not mainly perceived as irrelevant is goal searching. As expected following Klijn et al. (2008), most respondents think having adaptable goals has a positive impact on progress. This can be explained by a statement made by R8: "We see that in practice, obstacles may occur which urge for adjustments." (Appendix B.8). One of the programme's values is adaptability. That goes for which *acties* are being executed, but also for the goals of said *acties*. Obviously, one cannot change the essence of an *actie* out of the blue because the main goals are decided on during the yearly MIRT Consultation Committee (Appendix C), but it is possible to adjust minor parts, and make larger changes at these yearly meetings. A final comment on the creation of goals is a remark by R3. They state that keeping goals simple makes them easier to achieve, and achieving your goals creates positive energy, which is a great catalyst for progress (Appendix B.3).

As expected, representation is perceived as irrelevant for progress by almost all respondents. Most of them explain that parties are not selected for specific reasons. As R7 outlines "You invite a stakeholder to tell their story and you let them inspire you. But we don't formally check which different stakeholders are present.' (Appendix B.7). If the respondents mention a selection process, they explain that there is no specific process. Sometimes parties are approached by people from the programme and sometimes they approach the programme themselves. Sometimes people create something that has a connection to the programme, such as a sustainable fuel station, without even realising the *actie* Clean Energy Hubs exists (Appendix B.10). Because none of the respondents describe specific reasons for interacting with specific parties, we can't draw any conclusions on the effects of representation on progress.

Similar to representation, steering towards contracts is mostly perceived as irrelevant because it hardly appears. Therefore we can't draw any conclusions on the effects of managing with a focus on agreements rather than trust on progress. Sometimes, an agreement has been made and one party proclaims its disapproval of that agreement. If other parties start to share that vision, the agreement needs to and will be reconsidered (Appendix B.9). This illustrates that agreements aren't set in stone in this programme, which could be seen as detrimental for the efficiency of the programme. However, since there are little statements supporting this claim we cannot assume this to be true.

5.4 The progress network

This subchapter answers the third subquestion and gives an interpretation on how progress can be explained in the FCP. We call this 'the progress network', in which we single out the most important factors from subchapter 5.1 through 5.3. The explanation we have deduced for making progress is visible in figure 3. In this figure we see how the different factors in this research are linked with one another. The internal factors are blue, the yellow ones are the external factors, the green factors are the social ones and the red factors are new factors that emerged from the interviews. These new factors

were not visible in the literature since they are rather obvious. However, they have been mentioned often by the respondents and have different nuances from the existing factors. Therefore we have chosen to highlight them as separate factors. Finally, the purple box in figure 3 is the goal, which is making progress.
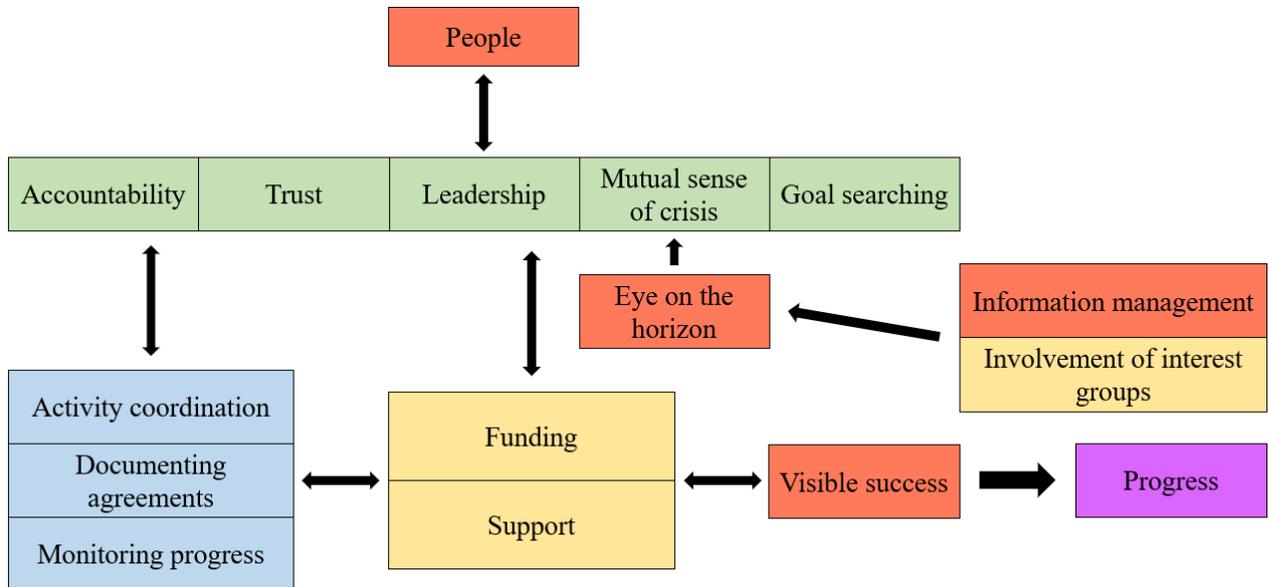

Figure 3: The progress network

We start with the factor 'people'. This isn't necessarily a new concept because it is shaped by the social factors we described. However, we have chosen to separate it since multiple respondents endorse the notion that the people executing the work are of critical importance for the degree to which progress is made. Their perseverance and enthusiasm are the key to progressing. R3 says people's visions are very determining for the way they work and progress is made, which is backed by R5 who explains that each organisation that is a part of the FCP has its own culture, which influences the way people work, and thus influences the social factors. Some have the tendency to break agreements to get what they need while others hold up their end of the bargain (Appendix B.3; Appendix B.5). This does not necessarily say a lot about progress, but it is useful to keep in mind who is working in the network since this determines their actions.

Specifying which qualities people should have would make up a research on its own, so for now we only include the five social factors that were most important in this research, for they were most present in other researches on success in network collaborations. As visible in figure 3, the managerial strategies of commitment, representation and contracts are not included because they were deemed irrelevant in chapter 5.3.5. The managerial strategy goal searching aids progress because it allows for adaptability, which can be necessary due to the complex nature of network collaborations.

Though accountability appeared mainly as the feeling of being responsible for results, it has a positive effect on progress because people realise if they don't get results, it will reflect poorly on their

capabilities and reputation. Transparancy is an important aid to make people realise they are being watched. Missing in the FCP, but helpful for optimizing accountability is having clear performance criteria because they show people which standard they need to hold up to. Trust is a necessity for making progress since it is a foundation for good cooperation. However, it can easily be lost due to conflicts and is difficult to restore. Therefore it is important to be transparant and have no hidden agendas. Solving issues in a constructive matter can help improve trust.

Leadership is needed to guide the members of a network towards the goals they want to achieve, and is thus beneficial for progress. We have seen that the shared and distributed leadership in the FCP is valued, but also created a lack of force when tough decisions need to be made. Finally, having a mutual sense of crisis has a positive effect on progress. The mutuality creates an urge to work together, and the sense of crisis implies you have the same priority to get it done sooner rather than later, boosting the desire to make progress. However, this feeling is difficult to achieve, so it is supported by the new factor Eye on the horizon. This means that parties should look at the bigger picture and keep the final destination in mind when facing dificulties (Appendix B.2). This reminds them that they are working together to achieve the same goal, thus diminishing obstructive behaviour.

Tools that help to keep ones eye on the horizon are the new factor Information management and the external factor Involvement of interest groups. Concerning Information management, R10 describes that learning is a critical element in networks. "Learning together might even be more important than realising things, because we are only partly capable of making realisations." What they can do is gather information and distribute this so the parties that execute the projects don't make the same mistakes as their predecessors and colleagues (Appendix B.10). This is endorsed by R5 who explains that it's really important to manage the information that the programme generates because it generates a lot which can be very useful if you manage to get it to the right people. (Appendix B.5).

Interest groups are a source of information and their involvement is thus coupled with information management. Interest groups may help prevent problems policy makers had not yet seen and can help overcome current struggles by showing new perspectives. Though they can be helpful for solving conflicts, the external factor conflict of interest is not incorporated in the progress network since it was mainly deemed irrelevant. Involving interest groups creates more support, making them an asset in the process of making progress.

Support and funding are crucial factors for a network's potential, but difficult to influence. Their presence or absence is determining for the progress that can be made. They influence the social factors, because an increase in support could, for example, lead to an increase in trust. On the other hand, a lack of accountability and transparency could lead to a decrease in support. They also influence the internal factors, because investors might want to see certain items documented and monitored. We see some interaction here as well, because a well-coordinated project might attract more investors.

Furthermore, the internal factors are all important in order to reach the optimal potential of the network. However, frequent contact is not included in the figure since it is very subjective. It is

important to keep in touch with everyone working on the project, but if activities have been coordinated properly, sufficient contact should automatically follow the coordination agreements. Apart from these agreements, we have seen that even in the *acties* that have not made sufficient progress moments of contact occurs spontaneously when necessary (Appendix C), so this does not appear to be an issue. These internal factors, as well als the external factors can be influenced by the way the social factors occur. For example, if there is more trust between the FCP-workers, this could reflect on the ease with which activities are coordinated, which in turn could influence the amount of support one gets.

The last factor that will be discusssed is the new factor Visible success. The principle behind this is that having success creates more success. If you have realised a result, this creates spin-off. You know what you need to do differently in the follow-up and which things went well (Appendix B.9). It makes people proud and more trusting (Appendix B.6) and you share your enthousiasm. When people see they can spark something, this will make them say "I want to make this work!" (Appendix B.7). But one should be wary of letting visisble success determine the extent to which one supports and funds a project, since projects need some funding and support to create the first successes (Appendix B.11). This factor can be looked at in two ways. One could say that having visible success is similar to making progress, meaning it should not be a factor that influences progress. But on the other hand, having visible success is a catalyst for creating more success and thus enhancing progress.

In conclusion, making progress can be seen as a rather vicious circle. Making progress leads to more progress. But what can be done when no progress is being made? As visible in figure 3, we assume that people are the foundation of the progress network. If the current people can't make it happen, it could help to change (some of) the people working in the network, which will create a change in the social factors, and thus in all other factors leading to progress.

5.5 Governance

This subchapter is aimed at improving the role of the governance to obtain progress. Provan & Kenis have stated that the effectiveness of a network is determined by the form of network governance that is adopted and the management of problems that occur in that form (2008, p. 247). Therefore it is important to single out this subject. The recommendation we make is for the programme organisation to take a more firm stance with the *acties*. This may sound vague, but we have created three priorities make this more concrete.

The first priority is to tell *actietrekkers* which documents they need to provide and what should at least be written in these documents. The choice has been made to leave the *actietrekkers* free to decide this for themselves. This is an understandable choice considering the different organisation cultures, but it also creates differences in what people write down, which can influence the way progress is made as we have seen previously. To minimize these differences, the programme organisation should discuss which information they want to see in the plans of action, and our recommendation would be to ask the *actietrekkers* for a *jaarplan* as well. As R10 explains "Creating structure helps. If this is where we want

to be next year, what do we need to do and know? Do we already know this? How do we figure this out if we don't know it already? And if we have to do too much, we are going to prioritize things and then execute them." This can be seen as a way to improve nformation management, which in turn could enhance the social factors.

This brings us to the second priority: better monitoring. If all the *acties* have a clear *jaarplan*, it will become easier to see if they have been able to achieve all they have planned. If they have, this creates the same effect the factor visible success creates. Because you did all you planned to do you get the feeling you have achieved something, your plans have been realised. And if you haven't been able to do everything, you get the incentive to figure out what caused this. Was there a lack of funding or did the *actie* not receive the necessary support? And what can be done to change this? The bimonthly *actietrekkersbijeenkomsten* are a good moment to reflect on this and to confront *actietrekkers* with themselves if there has not been any progress without a reasonable explanation. At the moment, it is relatively easy to hide the fact that nothing happened because for some *acties*, there are no benchmarks to compare the progress to. Because many people have other obligations besides the FPC, it might be preferable to only check this once every four months to ensure people have had sufficient time to actually execute their plans.

The third priority is to make FCP-workers aware of the different roles they embody. R15 explains that if you partcipate in the FCP, you work for a shared project and you need to realise that you have gained an extra employer. You cannot act solely on the behalf of your 'original' employer, because if that is what everyone does, there is no synergy and the programme loses its value (Appendix B.15). Something to help people realise this is creating ambition documents. R7 explains they made a document with their task force which entails their vision for the *actie* in 2030. This creates a sense of concreteness on what they wanted to achieve as a group (Appendix B.7). It can also be a usefull document to 'solve' conflicts, as R6 says "I wanted an ambition document which they signed deliberately so it became a part of the 'future agreement'. If we sign this deliberately we can hold each other accountable, because things will go wrong on both sides, but this way we can fall back on that shared ambition." (Appendix B.6).

In short, three priorities should help the programme organisation to take a more firm stance: making clear which documentation needs to be provided by *actietrekkers*, improving monitoring by creating benchmarks, for example using a *jaarplan* and finally to make people aware of the difference in their roles with this programme and with their employers.

6 – Conclusion

This final chapter contains a short summary of the most important facets of this reseach. In chapter 6.1 we formulate a short answer to the research questions from chapter 1 and recap the most important recommendations for the FCP. Subchapter 6.2 contains a discussion in which we describe ways to enhance this research and 6.3 gives recommendations for future research.

6.1 Summary

We formulated three subquestions in order to answer the main question of this paper: '*Which factors influence progress in network collaborations?*'. The first subquestion was 'Which factors emerge from literature as having influence on progress?' We have found sixteen factors which have been divided into three categories. In table 9 we see these categories and factors with their predicted effect on progress based on literature in the column 'Original'. The other columns show how FCP workers perceived these factors, thus answering subquestion two 'To what extent are the factors that follow from subquestion 1 experienced in the FCP?' To unravel these perceptions, we selected eight *acties* in the Freight Corridors Programme that represent both *acties* that have made relatively much progress, as *acties* that have made little progress. We interviewed fifteen people who worked on these *acties* and used observations and document analysis to see if their statements were plausible.

Internal factors	Original	N +	N ~	N x	N Irrelevant	Highest N
Activity coordination	+	13	1	1	0	+
Documenting agreements	~	5	1	0	11	Irrelevant
Monitoring progress	~	7	0	0	8	Irrelevant
Frequent contact	+	6	2	0	7	Irrelevant
External factors						
Funding	~	2	7	6	0	~
Support	~	5	6	4	0	~
Conflicts of interest	x	0	1	5	9	Irrelevant
Involvement of interest groups	+	8	4	0	3	+

Social factors						
Accountability	~	8	2	2	3	+
Trust	~	9	3	0	3	+
Mutual sense of crisis	+	10	1	0	4	+
Leadership	~	10	1	2	2	+
Managerial strategy: commitment	+	1	0	2	12	Irrelevant
Managerial strategy: goal searching	+	7	1	2	5	+
Managerial strategy: representation	x	0	2	0	13	Irrelevant
Managerial strategy: contracts	x	0	2	0	13	Irrelevant

Table 9: Summary of the expected and perceived effect of factors on progress

The third subquestion 'Which explanation for progress can be deduced?' is the most complicated. To visualise the answer we created the progress network in figure 3 (page 50) which includes the factors that turned out to be the most important for making progress based on the interviews and observations and how these influence each other. The new factors People, Eye on the horizon, Information management and Visible success have been added to this figure, since they did not emerge from literature as they were quite obvious, but there were nuance differences that were important to the respondents. In chapter 5.5 we have made some recommendations that should be implemented by the programme organisation to improve progress. The recommendations are to make clear which documentation needs to be provided by *actietrekkers*, to improve monitoring and to make people aware of their different roles in this programme and with their employer.

6.2 Discussion

The goal of this research was to contribute to existing literature on efficiency and effectivity in network collaborations. Several factors from literature were combined with new factors that emerged from the data in order to shape a broad explanation for progress. This extensive explanation creates a complete picture, considering both the people closest to the matter and contingencies such as external funding and the political environment. However, this broadness has made the explanation somewhat superficial. For example, support has more depth to the way it works than explained in this paper and in order to fully understand why one makes progress, it is necessary to better comprehend all the factors that are important according to this study. Therefore, the place this research takes amidst existing literature is

rather foundational. With this research, the route to progress has become more clear, but the stops along the way still need to be specified. To do this, further research needs to be conducted. The sample used for the data is relatively small and the context of the FCP as a network collaboration is specific for the logistic sector. Neither of these things have to be a problem, but the progress network needs to be tested in a different context with more respondents to check its accuracy.

6.3 Future research

The progress network is not complete and it never will be. It is an adaptive concept and different situations might require focus on additional factors. Even though the *acties* in this research are all part of the logistic sector, they are different and despite their differences, these factors turned out to be important. This makes it probable that the network is applicable in different contexts as well. But since the context of the FCP is only aimed at freight transport, it would be interesting to see if the network holds up for programmes in a completely different setting with different people from different backgrounds.

It would also be valuable to gain more information on how the factors ougth to be managed. We tried to initiate this by showing what the programme organisation should do in chapter 5.5, but similar advise could be given for the *actietrekkers* as well. How should they manage the information that is generated in their project? How do they select the 'right' people for their task forces? What can be done to gain political support? These questions should be answered with more microlevel and case specific researches. Because contexts differ, we aren't able to give more specific advice than being mindfull of the factors in the progress network. Therefore it would be interesting to evaluate the FCP after the publication of this research to see its effects. Have the recommendations been implemented and if yes, what are the consequences? In short, there is much more to discover about the progress network and its effect.

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Appendix A – Interview topics

Introductie

- Introductie onderzoek
- Wie is de respondent?
- Wat is de betrokkenheid bij het programma goederenvervoercorridors?

Interne samenwerking

Werkafspraken

- In hoeverre zijn er afspraken over hoe er wordt samengewerkt? (= activity coordination)
- Prestatiedoelen, uiteindelijk en tussendoor (= goal searching)
- Controle op deze doelen (= monitoring progress)
- Vaststaan of dynamisch zijn van doelen (= goal searching)
- Vastlegging van afspraken (= documentation of agreements)
- Contactmomenten, zowel vergaderingen als tussendoor (= frequent contact)

→ welke invloed hebben deze afspraken (of het gebrek eraan) op de voortgang van de actie?

Publiek vs. privaat en externe partijen

- Samenwerking met private partijen (is die er en hoe loopt die? Verschil met publieke partijen?) (= support en mogelijk funding)
- Politieke steun (= support)
- Welke rol speelt financiering? (= funding)
- In hoeverre zijn er conflicten? (= conflicts of interest)
- Betrekking van externe partijen (= interest groups) - ook hiermee contactmomenten (= frequent contact)
- Hoe worden externe partijen gekozen? / Hoe is de samenwerking tot stand gekomen? (= representation)

→ welke invloed hebben deze externaliteiten op de voortgang van de actie?

Sociale factoren - zijn ze er en welke invloed hebben ze op de voortgang?

- Verantwoordelijkheidsgevoel (die je zelf neemt, die anderen nemen, = accountability)
- In hoeverre is er een gezamenlijk gevoel van crisis/noodzaak actie te ondernemen? (= sense of crisis)
- In hoeverre is er bewegingsvrijheid om dingen/werkzaamheden zelf in te vullen? (= commitment)
- Of wordt er juist erg gestuurd dat men de afspraken (contracten) naleeft? (= contracts)

- Vertrouwen (afspraken nakomen, doen wat je moet doen, het melden als het verkeerd gaat, transparantie = trust)
- Leiderschap:
  - Hoe zie is leiderschap zichtbaar in het programma?
  - Is er een of zijn er meerdere leiders zichtbaar?
  - Hoe zou je de relaties onderling in het team beschrijven? (formeel/informeel)

Afsluiting
- Overige opmerkingen respondent
- Vragen/opmerkingen?

Appendix B – Interview highlights

Appendix B.1 – R1

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	+
Frequent contact	+
Funding	+
Support	+
Conflicts of interest	X
Involvement of interest groups	+
Accountability	+
Trust	+
Mutual sense of crisis	Irrelevant
Leadership	Irrelevant
Managerial strategy: commitment	X
Managerial strategy: goal searching	~
Managerial strategy: representation	~
Managerial strategy: contracts	Irrelevant

"Wij zien het programma toch ook echt als een soort netwerkorganisatie waarmee we onze doelen sneller of beter of efficiënter kunnen bereiken."

"Nee, nee, het College is ook heel vooruitstrevend en wil ook heel veel dingen voor elkaar krijgen, dus dat loopt hartstikke goed. De Raad ook eigenlijk wel."

"En we merken ook dat op een moment dat wij zelf geld meenemen het ook altijd makkelijker en eenduidiger is om bij derden ook geld te halen."

"En dat merk je wel van daar zit nog steeds wat oud zeer her en der in dat hele proces en dat snap ik ook helemaal, en dat snappen wij ook allemaal helemaal, maar waardoor het net een verhaal wordt van dat je vanuit ene tegenvallen naar het andere tegenvallen aan het groeien bent."

"Dus met andere woorden, bewegingsruimte, bewegingsvrijheid wordt aan alle kanten gestimuleerd en wordt ook toegejuicht. En die verantwoordelijkheid moet gewoon iedereen zelf nemen en als je een keer de verkeerde keuze daarin maakt, dan krijg je te horen van 'hé, XXX, ik had toch liever gehad dat je de volgende keer me wat eerder had geïnformeerd of dat je het op een andere manier had gedaan'. Maar je wordt er nooit op afgerekend, laten we dat maar even zo zeggen."

Appendix B.2 – R2

Factor	Opinion
Activity coordination	X
Documenting agreements	~
Monitoring progress	Irrelevant
Frequent contact	~
Funding	X
Support	X
Conflicts of interest	X
Involvement of interest groups	Irrelevant
Accountability	+
Trust	+
Mutual sense of crisis	~
Leadership	X
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	X
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Netwerk projecten zijn onze niet vreemd en ik merk in ieder geval is dat het belangrijk is om die stip op de horizon te hebben en hoe je daar naartoe gaat. Daar kun je je kunt langs allerlei kanten komen, maar belangrijk is wel dat alle partijen het einddoel in zicht houden en dat iedereen het belang ziet van 'we moeten met z'n allen daarnaartoe en hoe we daarnaartoe gaan, dat gaan we met elkaar ontdekken.' Maar dat er draagvlak is vanuit alle belanghebbenden en dat je mensen ook meeneemt in het verhaal. Dat vind ik wel zelf een hele belangrijke, en dat er ook geen verborgen agenda's zijn."

"Het is een gezamenlijk belang, maar je merkt dat iedereen toch ook een beetje naar het eigen belang aan het kijken is. Maar goed, dat doen wij zelf ook. Het is allemaal leuk, maar zodra het op papier moet komen te staan van 'wie doet wat en wie draagt hoeveel bij' ja, zie je dat het toch wel wat lastiger is dan bedacht."

"Ja ik moet eerlijk zeggen, voor mij is het een zwarte doos."

"Ik merk wel dat het moeilijk is om elkaar samen te pakken te krijgen en zeker nu je fysiek niet bij elkaar kunt komen. Maar ik merk ook dat agenda's gewoon heel snel vollopen van allerlei personen. Dat wil je bij elkaar zitten over drie weken je eigenlijk nu al wel een moment moet prikken en dan hopen dat de agenda's dat toelaten. Dat vind ik wel een lastige."

"Wij merkten toen we de business case moesten opstellen ook heel erg de zoektocht van 'wat moet er dan minimaal in staan?' Of is er een format wat we moeten gebruiken. Wat moeten we aantonen? En daar kregen we ook destijds, dan praat ik over je ongeveer een jaar, iets meer, geleden, ook weinig een antwoord op. Het was meer 'bedenk maar iets moois en presenteer het maar en dan gaan wij wel met dat rapport of die aanvraag aan de slag'. "

Appendix B.3 – R3

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	+
Funding	X
Support	~
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	X
Trust	Irrelevant
Mutual sense of crisis	Irrelevant
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Het heeft heel veel met mensen te maken. Met XXX en XXX zijn we prima, maar ook daar lopen mensen rond die bepaalde doelen wel of niet zien zitten. Als je het over goederenvervoer of personenvervoer hebt, heb je het over hele andere mensen die andere visies hebben. Terwijl het allemaal over dezelfde weg rijdt. Dat is heel bizar af en toe. Ze kijken op een hele andere manier naar vervoer."

"Maar uiteindelijk wil ik met mensen samenwerken die aan een concreet doel willen werken en daarin willen investeren. Dus het is geven en nemen. Ook dat klinkt heel generiek, maar als je alleen komt

halen ben je bij mij niet welkom, je moet ook iets brengen. Dus je moet ook mee-investeren. Dat kan in kennis, financieel of in je netwerk, maar je moet wel iets brengen. Als je alleen komt halen is het een keer gezellig en daarna wegwezen, want daar hebben we gewoon niks aan."

"Een bedrijf zoekt vaak domweg naar de harde resultaten, en dat zijn vaak financiële resultaten. Bij de overheid is dat vaak anders, daar zijn doelen veel breder en soms helemaal niet financieel of zakelijk. Dat kan heel erg uiteenlopen […] een bedrijf gaat niet gewoon investeren in infrastructuur. "

"Dan kan je veel beter kleine, doelmatige trajecten starten die wel gaan werken en echt resultaat opleveren. En die dan boven uit gaan breiden. Dan ben je denk ik veel succesvoller."

Appendix B.4 – R4

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	+
Funding	X
Support	x
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	~
Trust	~
Mutual sense of crisis	Irrelevant
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"En als er geld in een programma zit geeft dat altijd meer status en slagkracht. Dan komen mensen toch anders van in beweging. Dat maakt ook wel dat je meer op die samenwerking zit zoals wij het afgelopen jaar hebben gehad. En wat kunnen we nu met weinig middelen toch met elkaar weten te bereiken?"

"En wat ons in dit programma overkwam is dat we een potje met wat geld hadden en dat was opeens leeg omdat het naar de A15 toe ging. Volgens mij is het programma team nu hard bezig om een nieuw

potje gevuld te krijgen […] Dat heeft denk ik toch wel een positieve bijdrage gehad aan de sfeer denk ik."

"Ik heb niet zo zeer het idee dat het een negatief effect heeft, maar hoe eerder er duidelijkheid is, hoe meer dat een positief effect heeft. Als die onduidelijkheid lang duurt kan het wel een negatief effect gaan hebben."

"Die themasessie spoor die we vorige week gedaan hebben vond ik erg goed. Dat een aantal zaken wat meer knooppuntoverstijgend en juist wat meer thematisch worden aangepakt vind ik wel een goede zaak. Maar zulke soort bijeenkomsten hoeven niet vaker te worden gehouden. Er was een periode dat er te veel bijeenkomsten waren en dan moet ik in mijn agenda ook keuzes gaan maken."

Appendix B.5 – R5

Factor	Opinion
Activity coordination	+
Documenting agreements	+
Monitoring progress	+
Frequent contact	Irrelevant
Funding	X
Support	X
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	X
Trust	+
Mutual sense of crisis	+
Leadership	~
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	~

"Maar voordat je een programma of project start heb je heel duidelijk een bestuurlijke opdracht nodig. Dus je moet commitment hebben van het bestuur, de politiek, de staatssecretaris, de minister, de DG, je moet iemand achter je hebben staan. Je moet een opdracht hebben, het moet er toe doen. Je kan jezelf altijd de vraag stellen, zeker als je in de overheid gaat werken later: wie wil dit? Dat is een hele simpele vraag, maar als je die vraag stelt zal je zien dat het heel veel losmaakt."

"Het is de grootste bottleneck om het samen voor elkaar te krijgen, maar als je het niet voor elkaar krijgt, krijg je ook geen voortgang in de projecten. Dus als je het hebt over factoren om voortgang te

krijgen in projecten in een netwerksamenwerking is de factor geld, financiën, wel een ding. Je moet die prikkel wel willen inbouwen in zo'n samenwerking."

"Je ziet dat deze partijen best veel doen in het programma. En je hebt partijen die erin zitten, en dat het je altijd wel jammer genoeg, die komen halen, maar nooit brengen. Je hoopt altijd dat dat wat meer in evenwicht is, maar dat is bij lange na niet bij alle partijen."

"Je moet in de samenwerking in projecten een aantal prikkels inbouwen. Dat is misschien een beetje algemeen, maar je moet sturen op maatschappelijke effecten zodat ook de maatschappij ziet dat je het ergens voor doet. 'je doet het voor BV Nederland en ik zie het'. Je moet sturen op uitvoeringsprestaties, dus echt op de activiteiten daarop wil je in die samenwerking echt geloofwaardig blijven en resultaten blijven zien."

"Die politieke afweging is dan heel erg electoraal, dus gaat het mij helpen nieuwe verkiezingen te redden? Electoraal meer van 'hoe gaat dit mij helpen bij de burger? Want daar ben ik voor besteld'. Dat soort dingen gaan ook allemaal meewegen bij zo'n financiële bijdrage."

"Dus hoe verbind je de partners in een netwerksamenwerking als je geen geld hebt? Dat is natuurlijk een enorme uitdaging. Wat dit programma anders maakt is dat we de mensen verbinden op doelstellingen, dus ambities en potentie. Op visie over goederenvervoer in Nederland. Dus in de zin van kansen."

"Soms ligt dat ook aan de mensen. Het zal misschien ook wel een cultuuraspect zijn binnen zo'n provincie. Elke provincie heeft een bepaalde manier van werken en dat zie je terug in het programma."

"Je moet de informatiehuishouding goed op orde hebben, want er komt zo veel informatie vrij, zo veel data, die moet je een goede plek weten te geven in het programma. Dus wanneer is het de juiste beslisinformatie, voor wie en op welke tafel? Je moet heel goed inzicht creëren in het aandeel van ieders partij in dit programma. Dus wie is waarvoor besteld, wie is waar verantwoordelijk voor en wie kan welke bijdrage leveren? En wat heel belangrijk is, is sturen op die onderlinge samenwerking in plaats van concurrentie tussen partijen."

Appendix B.6 – R6

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	Irrelevant
Funding	~
Support	~
Conflicts of interest	X
Involvement of interest groups	~
Accountability	Irrelevant
Trust	~
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	X
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Je moet het vooral ook behapbaar maken. Dat is heel belangrijk. Het gaat echt om commitment en je moet niet regisseren maar coördineren. Het moet een partij gegund worden, je moet ook vertrouwen hebben en een partij moet ervoor uitgerust zijn. Partijen moeten met commitment aan tafel zitten, er moet horizontale samenwerking zijn. Je moet een gedeeld doel hebben met een gedeelde ambitie en je moet het vooral niet te groot maken maar behapbaar. Dat is echt cruciaal. En successen creëren. Want van successen komt trots en vertrouwen."

"Vertrouwen is iets heel gaafs, maar ook iets heel ingewikkelds. Het komt te voet en het gaat te paard."

"Dat is het leuke, er komen allemaal modaliteiten, specialismen en passie bij elkaar met de overheid en wat onderzoekers. Daar ben ik van overtuigd, doordat je zo'n gezamenlijke aanpak doet, dat zijn allemaal liefhebbers en mensen met passie en een goed stel hersens, ze verrijken elkaar. Je neemt altijd goede dingen mee en op het laatste moment komen er vast en zeker weer dingen bij elkaar."

"Omdat er voor landen geen level playing field is gaat de overheid ingrijpen en dan verwaterd dat waar de overheid van is en dat waar het bedrijfsleven van is. Dan denk ik dat je als overheid heel duidelijk je doelen moet gaan vastleggen en dat je goed moet kijken aan welke knoppen je gaat draaien. Dat je goed moet kijken waar je nou echt van bent."

"Dus heb ik gezegd dat ik een ondertekend ambitiedocument op directieniveau wil hebben, waar ze bewust voor tekenen zodat het een onderdeel wordt van de toekomstovereenkomst. Want als jij er bewust voor tekent kunnen we elkaar erop aanspreken want er zullen geheid dingen mis gaan bij beide kanten, maar dan wil ik terug kunnen vallen op die gedeelde ambitie."

"Als ik één echt negatieve factor voor het krijgen van vooruitgang zou moeten noemen is dat dat partijen, of het nou overheden of bedrijven zijn, gewoon met zichzelf bezig zijn."

Appendix B.7 – R7

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	+
Frequent contact	+
Funding	~
Support	~
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	+
Trust	+
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	X
Managerial strategy: goal searching	Irrelevant
Managerial strategy: representation	~
Managerial strategy: contracts	Irrelevant

"Op die manier proberen we constant in contact te zijn met de omgeving om te kijken wat er allemaal is aan ontwikkeling en wat we daaruit allemaal kunnen gebruiken. Ook om te vermijden dat je een soort tunnelvisie gaat krijgen. Dat vind ik zelf wel erg belangrijk. Er gebeuren zo veel dingen die jou ook kunnen helpen."

"Het was, en dat vind ik persoonlijk heel leuk, als je op een gegeven moment merkt dat het enthousiasme gedeeld wordt. Je beïnvloedt elkaar ook. Je bent ook maar gewoon een stel mensen met elkaar. En mensen vinden het leuk om voor iets te gaan waarin ze merken dat daar iets gebeurt. We

waren best een hechte groep, we kwamen allemaal uit hele verschillende organisaties. Maar ik denk dat er absoluut een gevoel was van vertrouwen en enthousiasme: 'hier wil ik iets van maken'."

"Een van de eerste acties die we hebben gedaan is het opstellen van een visiedocument. Dat vond ik zelf wel interessant want het klinkt heel zwaar, maar ik probeerde het altijd wel een beetje concreet te houden. Dus ik heb gezegd 'laten we ons visiebeeld zien als 'hoe moet de wereld rondom truckparkings er in 2030, onze ijkdatum, uitzien?' Als je werkt met zo'n beeld maak je het concreet."

"Er zit ook gewoon een menselijke kant aan zo'n project. Dat is niet zomaar een detail, snap je? Het is niet dat ik zelf ga denken 'goh laat ik nu eens gezellig met die gaan kletsen om de sfeer te verbeteren' alsof ik een heel draaiboek volg met wat je allemaal moet doen. Dus dat moet je ook wel liggen en gevoel voor hebben."

"Gewoon hard werken. Het klinkt heel banaal, maar sommige dingen zijn dat ook. Tuurlijk, je moet je doelen goed hebben en weten welke acties je op gaat zetten, dat is allemaal waar. Maar uiteindelijk is het gewoon echt voor een deel ook gewoon een projecttrucje, je spreekt af dat je dit gaat doen en daar hou je mensen ook aan."

"En soms zei ik ook wel eens dingen die indruisen tegen hoe er in mijn eigen organisatie wordt gewerkt of gedacht. Maar ik zei ook luister, ik zit hier niet vanuit mijn eigen organisatie maar als projectleider, dus ik denk vanuit het onderwerp, de opgave waar we samen voor staan."

"Het was verder niet heel formeel, je nodigt zo'n partij uit om hun verhaal te doen en je laat je inspireren om het zo maar te zeggen. Het is niet alsof we heel formeel hebben gekeken welke partijen er allemaal zijn."

Appendix B.8 – R8

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	Irrelevant
Funding	~
Support	+
Conflicts of interest	Irrelevant
Involvement of interest groups	~
Accountability	+
Trust	+
Mutual sense of crisis	+
Leadership	Irrelevant
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	

"Maar als je elk jaar zorgt voor een goede afsprakenlijst hebt, en dat vereist altijd wel even goed werk, met name in het najaar om alles goed op schrift te krijgen met de gedachte 'hoe kunnen we het waarmaken?'. Zodra die afspraken er liggen dan heb je ook iets om met elkaar aan te werken, en dan heb je die voortgang wel te pakken denk ik."

"Het blijkt ook wel een onderwerp te zijn dat bij de wisseling van de colleges bijvoorbeeld nog steeds wel de aandacht krijgt die het verdient. Nou moet ik ook wel zeggen dat de gedeputeerde bij ons, XXX, ook opnieuw gedeputeerde voor mobiliteit voor het college. Dat geldt ook voor XXX, die

hebben ook een nieuw college, maar XXX blijft ook daar de gedeputeerde voor mobiliteit. Dus in die zin is er ook continuïteit bij de gedeputeerden en dat maakt het voor hen ook een stuk minder geloofwaardig als je ineens het onderwerp een stuk minder belangrijk vindt."

"Dat is zeker goed, er zijn geen verborgen agenda's of zo en dat heb ik altijd als een positief aspect beschouwd. Dat we open en eerlijk met elkaar discussiëren en de belangen van elkaar ook wel kennen. Maar dat we toch met elkaar dat ene belangrijke doel nastreven."

"Elk jaar in het MIRT spreken we een aantal acties af, die zijn redelijk robuust en vast en die moeten gewoon uitgevoerd worden. Maar we merken soms ook wel dat de praktijk weerbarstig is en dat bijsturen nodig kan of moet zijn. En dan is het wel zaak om, meestal gebeurt dat in deze periode rond de zomer, dat je een half jaar voor en een half jaar na het MIRT in november zit. Dat we dan een beetje met elkaar kijken of we op de goede weg zitten of dat bijsturen nodig is. Dus het is een beetje een combinatie tussen vaststaand beleid en beleid dat in ontwikkeling is zou ik zeggen."

Appendix B.9 – R9

Factor	Opinion
Activity coordination	+
Documenting agreements	+
Monitoring progress	+
Frequent contact	~
Funding	~
Support	+
Conflicts of interest	x
Involvement of interest groups	+
Accountability	
Trust	+
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	Irrelevant
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	~

"Er is natuurlijk een bepaalde structuur nodig om verder te komen. Die hebben we vastgelegd in een jaarplan voor 2020, daar staat ook een rolverdeling in. Daarvan kan je zeggen dat het de afspraken zijn rondom de inhoud en de taakverdeling."

"Terugkomen op dingen die we al afgesproken hadden, dat gebeurt ook. 'we spreken met elkaar af dat we deze richting opgaan' en dan komen ze daar later weer op terug. Dan denk ik 'ben je er nou bij geweest of ben je het er niet mee eens?' Dat kan allerlei oorzaken hebben, bijvoorbeeld dat ze intern bij hun apparaat iemand gesproken hebben en terug worden gestuurd van 'nee, wij willen het toch

anders'. Het is soms ook een beetje een kruiwagen met kikkers, hou je ze er allemaal bij en er in? En dat kan wel invloed hebben op de voortgang."

"Dan zeggen ze hier hebben we al over gesproken, of we hebben dat geparkeerd want waterstof heeft op dit moment voor ons minder prioriteit. Dat mensen daar weer op terugkomen. Als er dan anderen zijn die het toch wel steunen en het er mee eens zijn, dan kun je dat moeilijk negeren. Dan moet je sommige dingen toch gaan heroverwegen."

"Dat gaan we dan niet zelf doen, dat gaat een exploitant doen, maar als je echt een business case hebt en je die gaat realiseren, dan heeft dat een positief effect op de manier waarop je met elkaar werkt omdat je een mijlpaal bereikt. En daar komt ook een heleboel spin-off vanaf, waar loop je tegenaan, wat moet je anders zien, wat moet je nog doen? Dus het zou een mooie mijlpaal zijn om dat in de komende twee jaar te realiseren. "

Appendix B.10 – R10

Factor	Opinion
Activity coordination	+
Documenting agreements	+
Monitoring progress	+
Frequent contact	Irrelevant
Funding	X
Support	~
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	+
Trust	+
Mutual sense of crisis	Irrelevant
Leadership	x
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Het zou wel makkelijker gaan, maar de vraag is wel of het dan ook beter gaat. Nu kunnen provincies elkaar niet overrulen, terwijl je dat soms in dat MIRT overleg wel zou willen. Dat proberen wij ook wel door te zeggen dat het wel handig zou zijn dat op sommige punten vanuit het Rijk een stimulans komt om het goederenvervoer te verduurzamen."

"En die business case wil zeggen: als je wilt dat het gaat lopen moet je zorgen dat het aantrekkelijk wordt dat mensen dit gaan doen, en dan vooral financieel aantrekkelijk want de logistieke sector is

best wel kosten-gedreven. Dus op het moment dat het gewoon te duur is of er geen zicht is op het enigszins terugverdienen binnen een bepaalde periode, dan gaan ze het gewoon niet doen."

"De bestuurders willen zero-emissie, en de verladers willen gewoon een fatsoenlijk bedrijfsmodel hebben. Die willen best verduurzamen en willen best investeren, maar ze zijn geen gekke henkie's, ze moeten ook gewoon hun bedrijf runnen, het is geen liefdadigheid."

"Ja zeker, als je die doelen niet haalt beginnen ze bij het MIRT overleg op bestuurlijk niveau te miepen en dat moet je niet hebben."

"Niet iedereen werkt met iedereen. Dus het is wel te behappen over het algemeen. Wat we zo veel mogelijk proberen, dat is ook ons doel, elkaar zo veel mogelijk op de hoogte houden."

"Samen leren is gewoon echt een kernelement in samenwerkingsverbanden, of kennisverbanden. Dat samen leren is misschien nog wel belangrijker dan het samen realiseren. Dat realiseren van CEH, daar hebben we maar gedeeltelijk invloed op. Wij zijn niet de particuliere partij die die dingen gaat aanleggen."

"Wat wel helpt, ook de provincies is gewoon structuur aanbrengen. Zeggen 'als we dit moeten volgend jaar moeten hebben, wat moeten we dan gaan doen en weten? Weten we dat al? Hoe komen we er achter als we het niet weten?' En zo ga je een soort van afpellen. Daar wil ik zijn, tegen die tijd, dan moet ik dit doen, kan ik niet alles doen? Dan ga ik prioriteren, vervolgens uitvoeren, punt. En dat vinden ze overall toch best lastig want ze zijn elkaars gelijken. Er is niet een provincie die de leiding heeft, en het Rijk zit er eigenlijk niet bij."

"Dus het kan van de initiatiefnemer naar de provincie naar ons zijn, het kan van initiatiefnemer rechtstreeks naar ons zijn, het kan van de gemeente rechtstreeks naar ons zijn, het kan van de verlader naar ons zijn. Je weet niet precies waar het vandaan komt, maar langzaam maar zeker weten ze ons te vinden. Maar er zijn ook gewoon mensen die bezig zijn zonder ons. Dat kan natuurlijk ook."

Appendix B.11 – R11

Factor	Opinion
Activity coordination	~
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	Irrelevant
Funding	~
Support	X
Conflicts of interest	X
Involvement of interest groups	~
Accountability	+
Trust	Irrelevant
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	Irrelevant
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Dat heeft ermee te maken dat de ondergrond, maar ook buisleidingen gewoon domeindoorsnijdend zijn in dat opzicht. Die trekken zich in zekere zin nergens wat van aan, maar we hebben in dit land overal grenzen neergezet. Dan heb je het over publieke grenzen, dus als je een tracé van Rotterdam naar Limburg aan wilt leggen, dan moet je een aantal provinciegrenzen en vele gemeentegrenzen overschrijden om nog maar te zwijgen van het private eigendom waar je mee te maken krijgt. Want je hebt misschien wel langs dat tracé particuliere eigenaren onder wiens grond je door moet en daar moet je ook met iedere eigenaar afspraken over maken. Sterker nog het is zo geregeld dat als jij een

buisleiding hebt liggen en je wilt die verkopen aan een ander, dan moet die met al die grondeigenaren opnieuw gaan onderhandelen."

"Daar zie je al het eerste vraagstuk ontstaan. Als het Rijks zegt ' ik vind het belangrijk dat die ruimte gereserveerd wordt' dat dat feitelijk pas een juridische basis krijgt als het in lokale bestemmingsplannen geregeld is. Heel veel gemeentes hebben dat niet gedaan."

"Er moet wel een soort van wil zijn om met elkaar te gaan zeggen 'nou jongens, we gaan dit niet meer van het toeval laten afhangen en we gaan ook niet meer alleen van een succesvolle casus laten afhangen. Er moet hier gewoon veel meer gebeuren. We hebben gewoon heel veel succesvolle casussen nodig binnen nu en 10 jaar willen we die transities tot stand kunnen brengen. En dat kunnen we niet meer doen op basis van hoe we in het verleden projecten tot stand hebben gebracht om tal van redenen. En die dialoog moet een keer gevoerd gaan worden."

Appendix B.12 – R12

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	Irrelevant
Frequent contact	+
Funding	x
Support	~
Conflicts of interest	Irrelevant
Involvement of interest groups	Irrelevant
Accountability	Irrelevant
Trust	+
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	Irrelevant
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

 "Je moet vaak aan het begin goed kijken wat je doet. We hebben hier toen ook goed nagedacht over hoe we al die provincies kunnen betrekken, zonder ze in elk gremium erbij te hebben. Zodat ze wel voldoende goed betrokken zijn, maar tegelijkertijd niet op elke slak zout kunnen gaan leggen en het proces heel stroperig maken. We moeten een kort, klein secretariaat hebben wat het onderzoek uitvoert en monitort en de onderzoekers begeleid."

"Het doel is inderdaad het beantwoorden van de vraag 'moet de overheid dat (interveniëren, red.) doen?' en dan vervolgens kijken wat de overheid zou kunnen doen."

"Dat die buisleiding er komt of niet, daar moeten zij dan wel het voordeel van inzien."

Appendix B.13 – R13

Factor	Opinion
Activity coordination	+
Documenting agreements	+
Monitoring progress	Irrelevant
Frequent contact	Irrelevant
Funding	~
Support	+
Conflicts of interest	Irrelevant
Involvement of interest groups	Irrelevant
Accountability	Irrelevant
Trust	~
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	+
Managerial strategy: goal searching	Irrelevant
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Het gaat toch allemaal om geld, als je geen geld hebt wordt je ook niet serieus genomen. Dat is zo in deze wereld."

"Omdat zij als topsector vinden dat ze nog heel veel andere programma's hebben waarvan ze vinden dat ze iets moeten doen. Ik heb wel eens gehoord dat zij wel twintig van dit soort programma's hebben waar zij linksom of rechtsom in zitten. Dus ze hebben ook maar een beperkt budget en dat soort zaken. Dat is wel een gemis."

"We hebben dus die actietrekkersbijeenkomsten. Die worden wisselend bezocht, de ene keer is dat heel positief en de andere keer wat minder. Sowieso heeft de ene actie veel meer power dan de ander omdat er veel meer geld in wordt gestopt. En geld betekent ook dat er meer capaciteit beschikbaar is."

"Wat vanaf het begin wel heel raar is, dat zal je vast opgevallen zijn, is dat in het programmateam geen Brabant en Zuid-Holland zitten. Van het begin af aan heb ik dat raar gevonden en dat heb ik ook een aantal keer aangegeven bij evaluaties. Dat vind ik eigenlijk niet kunnen want het programmateam is toch een beetje de basis […] Brabant en Zuid-Holland zeggen ook dat ze geen capaciteit hebben. Dan houdt het natuurlijk ook op. Want als je zegt dat je niet kan of geen capaciteit hebt wil dat zeggen dat je andere dingen belangrijker vindt."

Appendix B.14 – R14

Factor	Opinion
Activity coordination	+
Documenting agreements	Irrelevant
Monitoring progress	+
Frequent contact	Irrelevant
Funding	~
Support	~
Conflicts of interest	Irrelevant
Involvement of interest groups	~
Accountability	+
Trust	Irrelevant
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Nee, er is geen tussentijdse monitoring, niet voldoende. Ja, we houden een actieagenda bij maar wat mij betreft… Ik zou ook niet goed weten met deze toestand hoe je dat anders zou kunnen doen."

"Dat is ook wat we een klein beetje zien als het toekomstige werk voor ons adviesbureau. Dat je als je de kosten-batenanalyses maakt dat je ook een beetje inzicht geeft in de financiën van het geheel. Dus in die zin zijn we ook wel verheugd dat zo'n slag met de CEF zo goed gelukt is. Dan kunnen we met een showcase naar andere partijen stappen, zo van 'zo moet het'."

'The proof is in the eating of the pudding', we gaan straks zien of we in staat zijn om meerdere projecten te gaan financieren met deelnemende partijen, dus ook deelnemende provincies.

Appendix B.15 – R15

Factor	Opinion
Activity coordination	+
Documenting agreements	+
Monitoring progress	+
Frequent contact	+
Funding	+
Support	+
Conflicts of interest	Irrelevant
Involvement of interest groups	+
Accountability	~
Trust	+
Mutual sense of crisis	+
Leadership	+
Managerial strategy: commitment	Irrelevant
Managerial strategy: goal searching	+
Managerial strategy: representation	Irrelevant
Managerial strategy: contracts	Irrelevant

"Afspraken zijn dan belangrijk, deels ook vanuit de hiërarchie. En van onderop vanuit ons met inhoudelijke hulp en menskracht. Eventueel wat smeerolie in de zin van geld. Dan moet toch dat bootje blijven drijven op deze manier."

"Maar ondanks die mooie beschrijvingen blijft het toch mensenwerk. Je bent één programma, maar je hebt twintig verschillende actietrekkers die een beetje hetzelfde moeten doen, maar wat de een toch anders invult dan de ander. Omdat ze een andere baan hebben, een andere opvoeding hebben, ander gedrag vertonen. Daar hebben veel organisaties mee te maken en dat is ook wel mooi. Het is niet dat

we een machine zijn die helemaal is opgedeeld in verschillende functies en onderdelen en systemen. Wij zijn ook gewoon mensen die verschillend zijn."

"Dat is een beetje het voor en nadeel van een programma, het is er niet om projecten te doen, maar om ze te faciliteren en stroomlijnen. De projectleiders, de actietrekkers hebben best wel veel vrijheid om het verder vorm te geven. We leggen de verantwoordelijkheid ook bewust neer bij een partij die dan de trekkende functie op zich neemt."

"Dat verschil in programmasturing en projectsturing, rolbesef van mensen dat ze meerdere petten op hebben, dat is wel heel moeilijk. Dat is wel belangrijk. Dat ze en een functie voor de provincie hebben, en een functie voor het programma."

"Ja, mensen bewust maken dat het zo werkt en ze het laten ervaren, dan merken ze dat vanzelf. En ze daar dan in begeleiden. Misschien moeten we daar ook wat meer aandacht voor hebben in de bijeenkomsten met de actietrekkers. Het gaat vaak over de processen, de inhoud, maar we moeten het misschien wat meer over de rollen hebben."

Appendix C – Observations

Actietrekkersbijeenkomst 6 februari 2020
De uitdaging zit vooral in het vinden van financiering.
Gedeeld belang wordt gezien in de samenwerking. Partijen zijn niet eerder zo gebundeld voor deze acties, maar men bleek elkaar wel goed te kunnen helpen om problemen op te lossen.
In deze bijeenkomst werden presentaties gedeeld met de stand van zaken voor bepaalde acties en stellen de actietrekkers vragen aan elkaar.
Programmateam (PT) 6 februari 2020
Opkomst bij de actietrekkersbijeenkomst was te laag, en er waren geen afmeldingen gedaan. Dus in hoeverre kunnen we dan zeggen dat het belang van de samenwerking gezien wordt?
PT 13 februari 2020
Vorming toekomstagenda: we moeten actietrekkers betrekken waar we ze nodig hebben, niet per se betrekken om iedereen te betrekken. Niet iedereen heeft er ideeën voor.
Er zijn betere projectleiders nodig. De goede zoeken elkaar wel al op, zoals bij truckparkings en CEH. Dat is beter voor het hele programma, de som der delen groeit immers ook als de delen groeien.
Het kernteam moet prominenter zijn.
De actie control towers moet anders. Wat is er nodig? Wat willen ze gaan doen? Is er een markt voor? Hoe kunnen we deze aanpassen?
Sommige acties gebruiken een jaarplan, anderen niet. Het klinkt als een handige manier om overzicht te houden.
Werksessie bovengemiddelde knooppunten 18 februari 2020
Thema digitalisering: alle partijen aan tafel zijn het er over eens dat er meer data gedeeld moet worden, maar er mist één partij aan tafel: de private sector. En juist zij moeten bereid zijn die data te delen. De instrumenten zijn er wel maar de intenties moeten duidelijker. Het besef lijkt er te zijn dat die partijen nodig zijn, maar het gaat vervolgens niet over wat de strategie wordt om ze aan tafel te

krijgen. Terwijl dat mij de eerste stap lijkt die gezet moet worden. Deze partijen moeten de data delen, vraag aan hen welk platform ze geschikt lijkt etc. Ook werd de 'uitkomst' van de sessie gepresenteerd en daar werd er helemaal niet zo'n groot punt van gemaakt, terwijl dat het mijn inziens wel is.

Kernteam + PT donderdag 20 februari 2020

De wens is voor de volgende werksessie bovengemiddelde knooppunten meer bedrijven uit te nodigen. Deze sessie zal op 14 april plaatsvinden.

Er wordt te weinig getrokken op knooppunt Venlo, en het vermoeden bestaat dat dit bij andere knooppunten ook zo is. - de knooppunten hebben een eigen plan van aanpak met afzonderlijke planningen, zou dit naast elkaar moeten worden gelegd om te zoeken naar synergie en knelpunten?

Prioritering wordt nu gemaakt op basis van wat er wel of niet goed loopt maar dit zou niet moeten, alle acties van het programma zijn namelijk al verkozen zal prioriteit naar aanleiding van het BO MIRT 2017.

Het kernteam gaat de actietrekkers aanspreken wanneer blijkt dat het niet goed (genoeg) loopt.

PT donderdag 5 maart 2020

Bij het gedeputeerden overleg blijkt enige 'angst' dat het Rijk de regie over gaat nemen, de provincies willen de macht zelf in handen houden.

PT donderdag 12 maart 2020

Het DO mist het opstropen van de mouwen. Er wordt wel gezegd dat er dingen moeten gebeuren maar niemand neemt dan het voortouw om het ook echt te doen.

Werkgroep strategische overwegingen 18 maart 2020

740 meter treinen kreeg een rood stoplicht in het verhaal van Frits over de voortgang van de acties. XXX is het daar niet mee eens want er gebeurt wel veel, maar op andere tafels dan het GVC. An sich prima, maar het is wel een actie van GVC, dan moeten de mensen van het programma daar toch inzicht in kunnen hebben.

Actietrekkersbijeenkomst 2 april 2020

Deze bijeenkomst wordt digitaal gehouden. Er lijken meer mensen te zijn dan bij de fysieke bijeenkomst.

Mensen houden onderling contact waar dat nodig en relevant is.

PT 9 april 2020
In de programmaraad op 8 april zijn verschillende dingen besproken. Deze laag van het bestuur is formeler, maar er zijn ook voorbeelden van een informele programmaraad waarin belangrijke zaken besproken worden. Echter blijft het moeilijk om dingen te bespreken over geld. Alle partijen blijven afhoudend, zeker wanneer het om geld gaat terwijl dat wel noodzakelijk is.

PT overleg 23 april 2020
In DO wil men met betrekking tot de toekomstagenda vooral concreetheid. Moet vanuit doelen beeld geven. In mei wordt gekeken voor bestuurlijke steun en in juni wordt de gevulde agenda voorleggen aan de directeuren. Voor bestuurlijk draagvlak is het wel belangrijk dat I & W het voortouw neemt, als de minister en SG aangeven hieraan te willen werken zullen andere partijen echt geen nee zeggen, maar dat moet wel goed worden uitgestraald.

PT overleg 7 mei 2020
Discussie over BLIS - na vorig jaar juni is er niet veel meer gebeurd, iedereen is op zijn eigen manier aan de slag gegaan maar daardoor is er verder niet veel meer gebeurd, er is bijna niets aan data geïntegreerd bij RWS.

Actietrekkersbijeenkomst 11 juni 2020
Deze tweede online bijeenkomst trekt mensen die ik in de afgelopen vier maanden nooit voorbij heb zien komen. Is er hernieuwde interesse of verlaagt het thuiswerken de drempel?