

Master Thesis Organization Studies 2011 – 2012



UNDERSTANDING NETWORK EFFECTIVENESS

AN IN-DEPTH ANALYSIS OF STRUCTURAL AND CONTEXTUAL INFLUENCES ON THE
PERFORMANCE OF INTER-ORGANIZATIONAL NETWORKS

Jesper Masseurs

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Prologue

This master thesis is the result of a process that started in September 2011, when I selected the thesis circle 'Network Management' as the circle in which I wanted to participate and make my contribution to the field of organization studies. Inter-organizational networks are considered as one of the most important phenomena in current organizational literature, since they are increasingly used as a governance mechanism in public management. To me, writing this thesis really was an opportunity to utilize my knowledge and skills that I have obtained during the pre-master's and master's program in Organization Studies at Tilburg University, and further develop my understanding about these networks. Although the process was tough at sometimes, I truly enjoyed working on this research, and I am really satisfied with the results that are presented in this thesis.

Of course the results of this research would not have been of the same quality without the support of some people that helped me through this extensive project. First, I am very grateful to Jörg Raab for his useful suggestions, feedback, and stimulating remarks which helped me to get the most out of this research. I also want to thank Sander Smit for his helpful feedback during the defense meetings. Furthermore, I thank Remco Mannak for his help in accessing the field for data collection, Aafke Raaijmakers for her detailed explanation of qualitative data analysis, and all people from the Safety Houses that participated in this research. In addition, I thank my fellow students who joined me in the various circle meetings throughout this academic year and provided me with feedback and other tips. I especially would like to thank Ruben Hopmans, who jointly collected his data with me during the interviews, and with who I could discuss specific issues regarding this research. Finally, I owe special thanks to my parents and Angela Scheepers, who have always supported me.

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Abstract

Because network literature increasingly pays attention to the influences of the behavior of individuals on the performance of inter-organizational networks, this study tries to provide insight in the mechanisms that facilitate the relation between network structure, resource munificence, and networks effectiveness. Seven networks that are active in the Dutch crime prevention sector were investigated by the means of preliminary interviews with the network managers to gather information about the level of resources the networks possessed, and their level of operational and community effectiveness. In addition, network analytical data was retrieved for gaining insight in the different network structures that were utilized. Subsequently, 25 in-depth interviews were conducted to gain a detailed understanding about the actual functioning of these networks, and the different mechanisms that occur within them. Results indicate that type of network integration stimulates three mechanisms that influence network effectiveness on the operational and community level: social embeddedness, commitment, and coordination. These mechanisms vary in type and extent between different types of integration. Resource munificence is found to positively influence these mechanisms both in density-based and centralized networks, because it provides increased possibilities for facilitating an effective cooperation, and it reduces uncertainty. In sum, it can be concluded that a centralized type of integration is more beneficial for stimulating overall network effectiveness as compared to a density-type of integration, since only a centralized structure stimulates mechanisms which are beneficial for achieving both operational and community levels of effectiveness in inter-organizational networks. Recommendations for future research are provided to stimulate further development of a network theory of effectiveness.

Keywords: *inter-organizational networks, whole network analysis, network effectiveness, network structure, resource munificence, mechanisms, behavior, qualitative research*

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1. Introduction

1.1. Background

Public organizations increasingly have to deal with changes in society and the way they can provide their services in these new settings (Isett, Merhel, LeRoux, Mischen and Rethemeyer, 2011). One of these changes in the way public organizations function and are governed these days is the phenomenon that is called the networked organization (O'Toole, 1997; Raab & Kenis, 2009). Networks involve multiple actors which are interdependent and are not integrated by a larger hierarchical arrangement (O'Toole, 1997). A network of organizations (i.e. whole network) is defined here as “[a group] of three or more legally autonomous organizations that work together to achieve [...] a collective goal” (Provan & Kenis, 2008, p. 231). Because of these developments in society, the research on social networks has increased exponentially during recent years (Borgatti & Foster, 2003; Raab & Kenis, 2009). In general, the progress in understanding networks in terms of what they are, how they are structured, how they operate, and even how they develop has been considerable (Provan, Fish, & Sydow, 2007). However, the research on whole networks, and especially their effectiveness continues to be a somewhat under researched and fragmented area of this still growing field (Provan *et al.*, 2007; Provan & Kenis, 2008; Kenis & Oerlemans, 2008; Raab & Kenis, 2009; Turrini, Cristofoli, Frosini, & Nasi, 2010).

The preliminary model for network effectiveness as it was developed by Provan and Milward (1995) is up to the present still the leading theoretical model in the area of whole network-research (Turrini *et al.*, 2010). Although some recent studies have validated, refined, and elaborated on this model (e.g. Provan & Sebastian, 1998; Provan & Milward, 2001; Provan & Kenis, 2008, Raab & Suijkerbuijk, 2009), the need for additional research on this specific topic remains, because the causal mechanisms still need to be further explored (Provan *et al.*, 2007; Turrini *et al.*, 2010).

Former studies on inter-organizational effectiveness have focused predominantly on identification and validation of the factors that are proposed to have an impact on the performance of goal directed whole networks. Only little attention has been paid to the explanation of the causal effects that the structural and contextual factors have on network effectiveness¹. Aforementioned studies mostly take a relatively deterministic approach in evaluating network effectiveness, although researchers increasingly argue that individual behavior should also be considered as an important determinant of network performance (Milward & Provan, 2006; Saz-Carranza & Ospina, 2010; Turrini *et al.* 2010).

¹ See Sydow and Windeler (1998). These authors focus on the processes that the network structure causes and their relation with network effectiveness.

Since Williamson (1975) indicated that networks are a hybrid form of organizing economic transactions between organizations on the market-hierarchy continuum, the focus of the early network studies lied predominantly on showing that networks are a true alternative form of organizing and governing these transactions to markets or hierarchies (Powell, 1990). Provan and Kenis (2008) shifted this focus by arguing that these networks also need to be governed themselves, in order to operate effectively. This followed from the findings of Provan and Milward (1995) that proved empirically that a certain network structure (i.e. centralized integration and direct, non-fragmented external control) is more beneficial for stimulating effective performance as compared to other structures. The rationale that Provan and Kenis (2008) provide is that a certain type of network governance enables control over the network's structure, and thereby stimulating a higher level of effectiveness. They also argue that not only the network itself needs to be governed or managed, but also processes within the network (Provan & Kenis, 2008). This is based on the arguments of Milward and Provan (2006), who noted that besides management *of* networks, management *in* networks is also an important factor for achieving network effectiveness. Management in networks refers to the tasks and activities that managers of the organizations that participate in the network should display, in order to contribute positively to the performance of the network (Milward & Provan, 2006). These managers often struggle with these tasks, because they are also responsible for the performance of the individual organization which they are formally working for, and these tasks often conflict with those that contribute to the performance of the network in which the organization is embedded (Milward & Provan, 2006). This last notion entails that behavior that individuals (e.g. managers) expose in networks can actually influence the effectiveness of the whole network. Although this increased attention, theories about management of and within inter-organizational networks stay underdeveloped (Herranz, 2010).

1.2. Research Problem

"A basic strength of the whole network approach is that it permits simultaneous views on of the social system as a whole and of the parts that make up the system" (Wellman, 1988, p. 26). However, previous research has predominantly focused on the structure of the complete networks, instead of their parts (Provan & Sebastian, 1998). Former research on the effectiveness of inter-organizational networks aimed mostly at identification and validation of factors that have an impact on the performance of a network. The preliminary model for network effectiveness of Provan and Milward (1995) indicates that network structure, containing type of integration and degree of external control, and network context, containing network stability and resource munificence, have an impact on the performance of a network. Research that was conducted after this paradigm

shifting-study focused on validation and refinement of these findings (e.g. Provan & Sebastian, 1998; Raab & Suijkerbuijk, 2009; Raab, Mannak & Cambré, forthcoming). These studies resulted in some contradictory findings with respect to the type of integration and the consequences for the effectiveness of a network (which will be discussed in the following chapter). Moreover, it became clear that a linear approach in relating these variables to network effectiveness might not be the right one for network research. Raab and Suijkerbuijk (2009) were the first to use a configurational approach instead. This method allowed the discovery of different combinations of variables by which networks can be effective. This finding underscores that network effectiveness is to a large extent determined by the interplay of certain factors or contingencies that are present in the network (Provan & Kenis, 2008), and explains “why many rather than few designs seem to be effective” (Sydow & Windeler, 1998, p. 265).

The present study tries to clarify the mechanisms that have an influence on network effectiveness and that are caused by the type of integration of a network in conjunction with the amount of available resources. Integration of a network is the way by which organizations in a network work together to jointly provide their services to clients² (Provan & Sebastian, 1998). A catascopic point of view will therefore be used, which implies that not only the structural aspects of the network will be related to network outcomes, but also the mechanisms that explain how these structural conditions affect network outcomes, will be taken into consideration by the present study (Meeus, Oerlemans & Kenis, 2008). It is important to gain a deeper understanding of the exact influence of these factors, since there is very limited empirical data that has indicated *why* a certain type of integration in combination with a certain level of resource munificence (in conjunction with other factors) leads to a higher level of effectiveness. This needs to be further investigated in order to provide a better insight in the actual functioning of networks, and the behavior that individuals acting within the network display. The functioning of networks is defined as “the process by which certain network conditions lead to various network-level outcomes (Provan & Kenis 2008, p. 229). This is an important aspect of network level research because only by examining the functioning of networks, researchers can gain an understanding about why networks produce certain outcomes (Provan & Kenis, 2008). As proposed by Provan and Milward (2001) and validated by Herranz (2010), these outcomes will be evaluated on different levels of analysis.

Of course researchers have provided theoretical arguments about why for instance a certain type of integration is more beneficial for network effectiveness as compared to another type of integration (e.g. Provan & Milwards, 1995, Raab *et al.*, forthcoming). However, these arguments

² ‘Network structure’ will also be used in this thesis to refer to this concept.

were almost never empirically validated, and were mostly derived from organizational literature³. In other words, the why (Whetten, 1989) of the network theory of effectiveness has not yet been developed well enough. Many questions such as: Do people perceive structure, how do they cope with this, and does this affect their behavior, remain unanswered.

Hence, this study tries to open the black box (Todd & Benbasat, 1987) of the relationship between type of network integration in conjunction with resource munificence and network effectiveness. Following Saz-Carranza and Ospina (2010), and by focusing on the relation between the macro and the micro levels of analysis (Coleman, 1986), this research will help to illuminate the behavioral dimensions of the performance of inter-organizational networks. More specifically, the present study will provide explanations of the proposed relationship between the type of network integration, in conjunction with resource munificence, and network effectiveness. This leads to the following research question:

How does the type of network integration influence the effectiveness of inter-organizational networks, under different conditions of resource munificence?

1.3. Relevance

This study is predominantly designed to contribute to the further development of a network theory of effectiveness. This research will provide an in-depth insight in the actual functioning of inter-organizational networks, by revealing the mechanisms that are influenced by network integration and resource munificence, and that are related to different levels of network effectiveness. Hence, this study will build empirical evidence for the theoretical arguments made by previous research about these relations. Moreover, the study attempts to reduce the gap in the literature between studies at the macro level of analysis and studies at the micro level of analysis (Kilduff & Brass, 2010), by showing how macro level events (i.e. type of integration and resource munificence) lead to micro level processes (e.g. individual behavior and perceptions) which result in a certain outcome at the macro level (i.e. network performance) (Coleman, 1986; Hedström & Swedberg, 1996). By exposing the underlying mechanisms that are responsible for the relation between structure, context and outcome, a new area for network research will be opened. Moreover, the empirical insights from this study can be used to further develop theories about management of public networks (Herranz, 2010).

³ See Dalton, Todor, Spendolini, Fielding and Porter (1980), for an overview of the empirical relationship between organization structure and performance.

With respect to this, also a practical relevance will be provided by the present study. Since a better insight about the mechanisms that are active in public networks will be given, network managers can gain useful information from this and will therefore be better able to control these networks. By showing why a certain structure is less effective as compared to another, it will become possible to develop interventions which will stimulate the mechanisms that are related to network effectiveness. Moreover, because public managers are increasingly held accountable for being able to provide measurable performance outcomes (Herranz, 2010), this study can help to further develop these measures, by providing in-depth insight in the mechanisms that affect network performance.

1.4. Structure of the Study

The next chapter will discuss the background of this study, and elaborate on the concepts that are used as its foundation. Furthermore, the mechanisms which are proposed by former research will be reviewed, in order to create a framework which can be referred to when analyzing the results of this study. In chapter three, the methods that were used to select a sample, collect and analyze the data, and measure the outcomes will be discussed. Chapter four will provide case descriptions in order to become familiar with the characteristics of each case that was investigated for this study. In chapter five, first a systematic comparison, which is appropriate for finding answers to the research question, between the different cases will be made, where after the implications for network theory will be explained by the use of propositions. In the final chapter (six) an overall conclusion and recommendations for future research will be provided.

2. Theory

2.1. Inter-Organizational Networks

Social networks and relations between organizations are as old as there have been economic transactions taking place in society (Powell, 1990; Cropper, Ebers, Huxham & Smith Ring, 2007). Initially, early management theories focused predominantly on organizations as rational production systems (e.g. Taylor, 1911) instead of complex social adaptive systems trying to survive in their environment (Scott, 2004). The general systems theory by von Bertalanffy (1951) marks a change in this way of thinking. This open systems perspective caused increased discussions of management theories by serving as a stimulus for investigating relations among organizations (Cropper *et al.*, 2007).

These developments in science led to the rise of the social network perspective (Kenis & Oerlemans, 2008). “This perspective is characterized by an interest in the recurrent relationship patterns that connect the actors that make up a system’s social structure” (p. 289). Borgatti, Mehra, Brass and Labianca (2009) qualify this perspective as one of the most important contributions of the social sciences. Classic theories in the field of relations are for instance the weak tie-argument of Granovetter (1973), and the structural hole theory of Burt (1992). Although these theories are about relations and the networks in which they are embedded, the focus of these studies lies (sometimes implicitly) on the ability of a focal actor to gain a competitive advantage from his position, instead of forming a conscious network in order to survive together. Powell (1990) shifted the paradigm of organizational networks from being embedded and attempting to gain advantages from this, towards a perspective of governing economic transactions by means of relations and networks as an alternative for markets or hierarchies. According to O’Toole (1997), who studied the incorporation of the network perspective in public administration “research [...] has been helpful in emphasizing the importance of networked action and showing that such arrays are not necessarily less effective than unitary institutions” (p. 49). This supports the thesis of some public administration scholars that networks are pre-eminently an appropriate form of governance to overcome so called *wicked problems* – complex challenges that cannot be handled by simply dividing them up in several isolated pieces – which are increasingly faced by public management (O’Toole, 1997; Guo & Acar, 2005; Isett *et al.*, 2011). Kenis and Provan (2009) emphasize this by stating that “in the public sector, especially, networks are increasingly recognized as a viable mechanism for providing services and implementing policies and as an alternative to traditional hierarchical governance” (p. 440).

Despite the increased attention for networks as a distinct form of governing transactions and delivering services, there is still a great deal about the functioning of networks that is not known (Provan *et al.*, 2007). As the attention from many scholars moved to networks as a form of governance, Provan and Kenis (2008) noted that the network itself also needs to be properly governed in order to perform its task effectively. Five essential areas are identified when managing public networks (Milward & Provan 2006): (1) accountability, (2) legitimacy, (3) conflict, (4) design, and (5) commitment. The present study will focus on the management of design, which is basically the way the network is integrated and governed (Milward & Provan, 2006). This study will focus predominantly on the former, by analyzing the influence of the type of network integration on network effectiveness. In order to be able to provide recommendations for managing the design of a network, the actual mechanisms of how the design (i.e. type of integration) of a network can influence the performance outcomes must be clarified. Previous research has identified the structural, functional, and contextual determinants of network effectiveness (Provan & Milward, 1995; Raab & Suijkerbuijk, 2011; Raab *et al.*, forthcoming; Turrini *et al.*, 2010). However, the exact mechanisms that underlie these effects are not clear. Researchers have made theoretical arguments of how type of integration and resource munificence can affect the performance of a network, but no empirical data on these mechanisms was collected. Therefore, networks and their structures should be analyzed in a more micro analytic way (Provan & Sebastian, 1998).

This research tries to fill that gap in the literature by examining networks at the whole network level of analysis (i.e. the independent and dependent variables are both measured at the network level). Provan *et al.* (2007) state that “only by examining the whole network can we better understand such issues as how networks evolve, how they are governed, and, ultimately, how collective outcomes might be generated” (p. 480). The last is the main focus of this study. Hence, the focus lies on structures and mechanisms of the network as a whole rather than the agencies that make up the network (Provan *et al.*, 2007). Moreover, the networks that will be discussed here are formally established, governed, and goal directed instead of created serendipitously (Kilduff & Tsai, 2003). Therefore, it will only be assumed that there is a relation between two agencies, when the linkages among them go further than informal types of relations (Huang & Provan, 2007).

The present study and thus also its theoretical framework is based on the public sector. This chapter will provide the knowledge that is needed to understand the research question, and will describe the main theoretical concepts that are used to execute this study. First, the dependent variable network effectiveness will be discussed, followed by an elaboration on the independent variable in this study, network integration. Finally, the moderating variable resource munificence

will be clarified. The conceptual model which is presented here clarifies the scope of the present study.

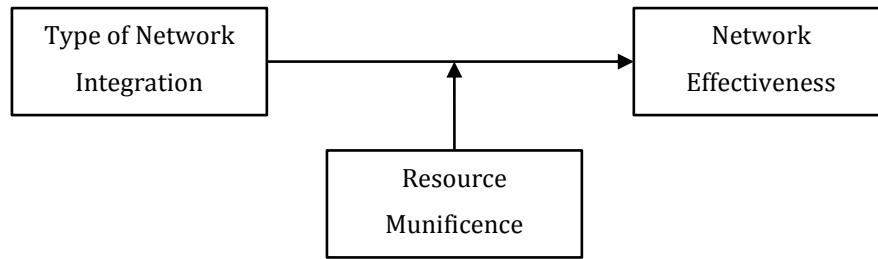


Figure 1: Conceptual model

2.2. Network Effectiveness

Little work on the evaluation of the effectiveness of inter-organizational networks has been done up to date, therefore it still forms a considerable gap in the network literature (Raab & Suijkerbuijk, 2009). As Cameron (1986) pointed out, determining the effectiveness of a social system is tricky and “agreement about effectiveness is mainly agreement to disagree” (p. 544). This is caused by the fact that the concept of effectiveness is bound to theory, has multiple dimensions, depends on the interest of the researcher, and is paradoxical in nature (Cameron, 1986). Moreover, the normative character of measuring effectiveness makes that the determination of effectiveness can always be contested to a certain extent (Kenis & Provan, 2009), because this measure represents an element of value and not an element of fact (Simon, 1976).

Resulting from what is mentioned above, it has been very difficult for researchers to come up with a proper definition and subsequent operationalization of network effectiveness (Provan & Milward, 1995; Provan *et al.*, 2007; Provan & Kenis, 2008; Turrini *et al.*, 2010). First, networks must be seen as systems to produce collective outcomes, instead of means to increase individual performance (Milward, Kenis & Raab, 2006). Second, focusing on goal directed instead of serendipitous networks also makes defining effectiveness more feasible, since this allows for testing to what extent a network has reached its goal. Provan and Kenis (2008) defined network effectiveness as: “the attainment of positive network-level outcomes that could not normally be achieved by individual organizational participants acting independently” (p. 230). What is of importance here is that effectiveness is viewed and defined at the network level instead of the organizational level, since clients of these public sector networks benefit more from the collective operations of these organizations than from their individual activities (Provan & Milward, 1995; Provan & Kenis, 2008). Kenis and Provan (2009) conclude that in principle any criterion for evaluating effectiveness can be valid, as long as the researcher is open about the normative character of the measurement that is used. However, not every criterion might be suitable for every

network. The criteria that are chosen will have to take three contingencies into account: (1) the form of the network, (2) the inception of the network, and (3) the developmental stage of the network. Kenis and Provan (2009) argue that these factors can lead to different processes and maybe also priorities in the network.

Furthermore, Provan and Milward (2001) argue that network effectiveness can be evaluated at three distinct levels, i.e. organization/participant level, network level, and community level. The organization/participant level takes the individual benefits for participants into account by being a member of the network (e.g. survival, legitimacy, resource acquisition). The network level takes the benefits for the network as a whole into account (e.g. membership growth, relationship strength, integration/coordination of services). And the community level takes the benefits for the broader community, for instance a country, into account (e.g. costs to community, public perception that problems are being solved, aggregate indicators of client well-being) (Provan & Milward, 2001).

For measuring network effectiveness, it is very important to take different levels into account, because the individual, network, and overall community perceptions of effectiveness can be different or even conflicting (Provan et al., 2007). This is something that is of specific interest in this study, since effectiveness at one level does not automatically mean effectiveness on another level of analysis (Provan & Milward, 2001; Raab & Suijkerbuijk, 2009). This means that the underlying mechanisms that are caused by the structural and contextual influences can have different effects on these distinct levels of effectiveness. Following Herranz (2010), who contributed significantly to the development of measurements for network effectiveness, this study will make use of specific indicators for the different levels of effectiveness which are designed for the networks that will be empirically investigated (these will be discussed in the next chapter). The concentration with regard to effectiveness in this study will lie on the operational (organizational/participant) level, which focuses predominantly on the quality of coordination between the organizations (Kenis in IVA Beleidsonderzoek en Advies, 2008), and the community level of effectiveness, which takes the overall goal of the networks into account.

2.3. Network Structure

In network analysis, the focus is not on the attributes of individual organizations, but the relationships themselves are the unit of analysis (Scott, 2000). However, “social structure is often not obvious because it involves a complex meshing of different types of network ties that may span across different levels of analysis and may have accumulated over many years” (Kilduff & Tsai, 2003, p. 23). Therefore networks are often discussed metaphorically, conceptually, or as a management technique (Milward & Provan, 1998). Over the years, sociologists have developed

methods to reveal these relations among actors in order to analyze the structure of the networks in which these actors are embedded. This is important with respect to the effectiveness of a network, because besides the consequences for the individual actors that are engaged in the relationships that they form and maintain, also the network as a whole is influenced by these relations (Kenis & Oerlemans, 2008). The first researchers that actually mapped the relationships among a set of organizations that jointly produce public services were Provan and Milward (1995). Moreover, because networks vary in their structure (Provan & Kenis, 2008), they were the first that related structural aspects of networks with network performance.

Network structure entails the level of integration of the network (Raab *et al.*, forthcoming). Integration of goal directed whole networks, especially within the context of health and human services, is considered important for the effectiveness of such a network, since it prevents the clients from 'falling through the cracks' and it enables the organizations in the network to provide the clients with continuous care (Agranoff, 1991; Huang & Provan, 2007). Therefore, a certain amount of integration among networks is considered necessary in order to be effective (Turrini *et al.*, 2010). "Integration occurs when organizations that provide services to a particular group work together to coordinate the services these clients need" (Provan & Sebastian, 1998). Three ways by which networks can be integrated are distinguished: (1) density-based integration, (2) centralized integration, and (3) integration by clique overlap (Raab *et al.*, forthcoming). Since the type of integration a network uses to coordinate its services seems to matter for its effectiveness (Provan & Milward, 1995), a logical consequence of this must be that the way by which a network is integrated, causes different mechanisms or behavior to occur within these networks. These different types of integration and the (theoretically proposed) mechanisms which they facilitate will now be discussed.

2.3.1. Density-based Integration and Mechanisms

Scott (2000) stated that "density of a graph is defined as the number of lines in a graph, expressed as a proportion of the maximum possible numbers of lines" (p. 71), therefore this measure "describes the general level of linkage among the points in a graph" (p. 69). Thus by definition, a higher density means higher levels of interaction among the network participants. When the level of density in a network is high, norms for proper behavior are "clearer, more firmly held and easier to enforce" (Granovetter, 2005, p. 34). Moreover, information-sharing, communication, and the development of trust among network participants will be facilitated by this form of integration (Provan & Milward, 1995; Uzzi, 1997; Reagans & McEvily, 2003). Trust enlarges the confidence among organizations that the knowledge that is shared will not be appropriated or misused

(Krackhardt, 1990). Moreover, trust can be used as a governance mechanism in order to control a network as an alternative for procedures or rules (Rosenkoph & Padula, 2008). According to Venkatraman and Lee (2004), density within a network increases over time, which means that network participants become more socially embedded during the course of time. Social embeddedness refers both to relational embeddedness and structural embeddedness (Jones & Lichtenstein, 2008). With respect to the former, this entails the knowledge and concerns of network partners about the goals of the other organizations in the network (Granovetter, 1992). In addition, behaviors like trust, confiding, and information-sharing are also part of this type of embeddedness (Uzzi, 1997). Regarding the latter, Granovetter (1992) defines this type of embeddedness as the extent to which a “dyad’s mutual contacts are connected to one another” (p. 35). Structural embeddedness reduces uncertainty and facilitates coordination, by facilitating shared understandings and norms for cooperation that different network participants bring to the joint activity (Jones & Lichtenstein, 2008)⁴. Raab and Suijkerbuijk (2009) found density-based integrated networks that were effective, but only when the size of the network is small and influence is concentrated among a core agency. This is in line with the general premise that is made in the network literature, which entails that networks should be integrated in order to provide clients with the best quality of their services and a continuum of care (Provan & Sebastian, 1998). However, a too dense way of organizing makes coordination and monitoring of activities very difficult, especially in larger networks (Provan & Milward, 1995). This is confirmed by Uzzi and Spiro (2005), who found that densely connected networks are less efficient, and lack flexibility, as compared to more centralized structures or cliques.

In summary, mechanisms that are related to a densely connected network are the establishment of shared norms for cooperation and behavior, enhanced information-sharing and communication, and the development of trust among the network participants. These mechanisms can be grouped under the denominator of social embeddedness and can operate as an alternative for more formal coordination mechanisms.

2.3.2. Centralized Integration and Mechanisms

Centralization is a measurement to express how tightly the graph is organized around its most central point (Freeman, 1979; Scott, 2000). Centralization of a network can be interpreted as an indicator of the distribution of power and influence in the network, where more central actors possess greater power as compared to less central actors (Hoffman, Staerns & Schrader, 1990). This can be related to the brokerage-argument of Burt (1992), who states that network density

⁴ This can be related to the closure-argument of Coleman (1988).

constrains the functioning of a network by limiting the input for new information, and efficiency (Kilduff & Brass, 2010). Provan and Milward (1995) found that networks that were centrally integrated were more effective, as compared to networks which were cohesively integrated in a decentralized way (i.e. density-based integration), or as compared to networks which combined centralized integration with a high level of density. They argue that centralization facilitates both integration and coordination, which is hard for decentralized networks to accomplish because of the number of organizations and linkages involved. Moreover, it will become possible for the core agency to (efficiently) monitor, control, and coordinate the activities and outcomes of the network, when it is centralized. This is beneficial for the encouragement of otherwise autonomous agencies to act in ways that lead to system-level goals instead of agency goals (Provan & Milward, 1995). However, others have argued that centralization and integration cannot be maximized simultaneously in service delivery systems (Morrissey & Calloway, 1994). Therefore, the literature on whole networks in the public sector predominantly argues, that centralized integration leads to network effectiveness, but only when network density is low (Provan & Milward, 1995; Raab & Suijkerbuijk, 2009).

In short, the mechanisms that are stimulated by centralized integration are an unequal distribution of power or influence among the participants in the network, efficiency, monitoring and control opportunities, and commitment to network goals over agency goals.

2.3.3. Integration through Clique Overlap and Mechanisms

Cliques are groups of mutually connected partners within a larger network (Scott, 2000). The partners within a clique or cluster are all densely connected (Provan & Sebastian, 1998). However, only a few ties exist among the different clusters, which are often linked through a lead firm (Lorenzoni & Ornati, 1988), which leads to a more centralized structure as compared to density-based networks, and a denser network as compared to highly centralized networks. According to Wasserman and Faust (1994), cliques are especially important because they exert direct influence on a focal actor. The small amount of studies that are aimed at explaining network effectiveness by the use of network structure, focused on networks as wholes (Provan & Milward, 1995). However, “network effectiveness may owe far less to integration across a network as a whole than to ties among a few organizations that provide the bulk of relationships and services to clients” (Provan & Sebastian, 1998, p. 454). By focusing on overlapping cliques of case coordination and reciprocal referrals, these authors found that integration that was achieved by means of this structure, led to network effectiveness. They argue that full network integration (i.e. density-based) is not as effective as integration by the use of overlapping cliques, because of the higher efficiency this

structure inhibits. Integration must occur within a network, but at the sub network level. Moreover, Provan and Sebastian (1998) argue that by means of intense clique overlap, involving multiple and overlapping links both within and across the organizations that compose the network, organizations will learn a lot about each other, and thereby establishing working relationships based on norms and trust (Uzzi, 1997).

Hence, integration through clique overlap combines the mechanisms of density-based integration and centralized integration, by centralizing the structure on the whole network level, and the decentralized structure on the sub-network level, shared norms and trust can be created among the partners that work closely together, while securing efficient operating at the network level.

2.4. Resource Munificence

The evidence for the effects of the availability of (financial) resources on network effectiveness is mixed (Provan *et al.*, 2007). In their study, Provan and Milward (1995) did not find conclusive evidence for resource munificence and its relation with network effectiveness (Raab & Suijkerbuijk, 2009; Raab *et al.*, forthcoming; Turrini *et al.*, 2010). They propose that low resource munificence does not automatically lead to ineffectiveness, however effectiveness is considered unlikely in such poorly funded environments. They argue that this might be caused by the limitations low resources exert on the number and quality of services that can be provided to clients. However, high resource munificence does also not automatically lead to effectiveness. System-level factors such as integration are considered to be more important, since these assure the right allocation of resources (Provan & Milward, 1995). Raab *et al.* (forthcoming) state that resource munificence is necessary in order to organize meetings between partners, like case consultation meetings, and to provide administrative services, which are of course necessary conditions for a network to be able to function effectively. Moreover, Raab *et al.* (forthcoming) found that there is an important relation between (governance) structure and resource munificence. The findings of their study suggest that a low amount of resources available within a network can be compensated by using a network administrative organization to enable efficient coordination of actions within the network. This shows that the structure of a network can cause different mechanisms with regard to behavior of actors, which has an influence on the performance of a network.

Hence, this study will mainly analyze the effect of resource munificence in conjunction with the relation between structure and effectiveness, and will focus on the mechanisms that are facilitated by this factor in order to explain this relation.

3. Methods

3.1. Research Design

The main focus of this research is to deepen the understanding about the relation between network structure (i.e. type of integration), context (i.e. resource munificence), and network effectiveness. The ultimate goal of this research is to show what mechanisms can be identified in networks that are caused by the way the network is integrated, and the level of available resources in the network, and how these mechanisms affect the performance of the network. In-depth information about the structure, operational functioning and performance of seven networks that are active in the field of crime prevention in the Netherlands was gathered and analyzed in order to reach this goal. Hence, a comparative case study design is used here (Swanborn, 2010). This design allowed both gaining in-depth insight in cases and a systematic comparison between them (Eisenhardt, 1989; Yin, 2003). Therefore it was especially suitable for answering the research question of the present study, since this question aimed at explaining the mechanisms of the causal relations that have been identified by prior research. This required detailed information which could only be gathered by studying a phenomenon in an in-depth manner (Yin, 2003). This in-depth insight was acquired by the use of multiple data sources, which will be further specified in the next section. The unit of analysis of the present study was the whole network, and the units of observation were the present and absent relations among these participating organizations, which are known as ties (Knoke, 1990), the network managers, and representatives of organizations that participate in the networks. This multiple case study is embedded, since data that is collected on 'lower' levels (i.e. individuals), is used to generate conclusions on a 'higher' level (i.e. the network level) (Yin, 2003).

3.2. Empirical Context

This research is part of a follow-up of a study that was conducted from 2008 until 2010 within the field of crime prevention in the Netherlands (Raab *et al.*, forthcoming). The original study was aimed at validation and refinement of the theoretical model that was developed by Provan and Milward (1995) and also incorporated the governance structures and the management of tensions in networks (Provan & Kenis, 2008). By investigating 39 whole networks that are called Safety Houses ('Veiligheidshuizen'), the researchers found that networks which are older than three years, that show a high degree of stability, and that are centrally integrated are effective. In addition, they either have a high level of resource munificence or have been set up with a network administrative organization. Moreover, it is already sufficient for ineffectiveness if a network lacks one of the

conditions age or centralized integration, or if neither sufficient resources are present nor a network administrative organization is governing the network (Raab *et al.*, forthcoming).

The present study was conducted in a selection (seven) of these Safety House (SH) networks. Safety Houses are networks of collaborating partners to keep young people and habitual offenders on the right track. In these networks, connections between prevention, repression, aftercare, and other social services are established by organizing case consultation meetings (Ministerie van Justitie & Ministerie van Binnenlandse Zaken en Koninkrijksrelaties, 2010). These meetings are often organized around a certain theme (e.g. habitual offenders) and focus on developing comprehensive plans for complicated (individual) cases. Safety Houses can be considered as information diffusion networks, or service implementation networks (Milward & Provan, 2006), since they mostly focus on developing strategies for clients and suspects, which are then carried out by the partner organizations. The main goal of the SHs is to reduce recidivism rates and increase public safety. They are mandated, top-down initiated networks, with high levels of external control. The Dutch government did provide background knowledge and guidelines for the setup of the Safety Houses networks. However, in order to increase local flexibility of the networks, no clear blueprints were provided. There can be made a rough distinction between three types of actors that participate in the Safety Houses: partners that are active in the field of social services (e.g. mental health care or addictions treatment), partners that are active in the field of crime prevention (e.g. public prosecutor or the police), and governmental organizations (e.g. municipalities or housing corporations). The (formal) central party in the network is almost always the (leading) municipality of the area in which the Safety House is embedded. A regional approach is stimulated by the Dutch government, which allows for variance on different characteristics of the networks (e.g. type of integration and resources) (Mannak, 2010). This makes these networks suitable for the purpose of this research, because there can be made use of the results of the former study within the context of the Safety Houses to select relevant cases for in-depth analysis.

3.3. Sampling Strategy

As mentioned, this research is part of a follow up study. The original study (Raab *et al.*, forthcoming) used 39 Safety Houses for collecting data. All findings were summarized in a data table, which was used as a foundation for selecting cases that serve the purpose of the present study. The table provided information on for instance the size of the network, the age, the type of integration, the level of resources available to the network, and whether or not the network was considered as stable. Four cases initially were selected for the present study, based on a purposive sampling strategy (Ritchie & Lewis, 2003). This allowed a conscious selection of cases, which was based on

securing variance on both the independent and the moderating variables. This was necessary in order to be able to analyze the different effects and mechanisms that are caused by the variables that influence network effectiveness. Case selection was also based on holding the variable of stability constant. This was done in order to control for spuriousness of the proposed causal effects of the variables that are of interest in the present study. Since especially instability of the network has a very big influence on its effectiveness (Provan & Milward, 1995). Moreover, the year of establishment of the Safety House needed to vary at a minimum, in order to control for confounding effects caused by different developmental stages (Kenis & Provan, 2009), and the size of the network needed to be comparable, since it can be expected that the functioning of larger networks is more complex as compared to smaller networks⁵ (Provan & Milward, 2001).

Two networks with density-based integration and two networks with a centralized type of integration were selected. Furthermore, this type of integration needed to be combined with either low or high resource munificence. Eventually, one network with a combination of density-based integration and low resources, one network with density-based integration and high resources, one network with centralized integration and low resources, and one network with centralized integration and high resources, were selected. The case selection was checked by members of the Project Staff 'Quality and Professionalization' of the Safety Houses. In order to guarantee the confidentiality of the findings of the different Safety Houses, the actual names of these networks were coded according to the NATO phonetic alphabet.

Table 1: Primary cases

Type of Integration	Resource Munificence	
	Low	High
Density-based	Golf	Bravo
Centralized	Charlie	Echo

Since this study collected its data simultaneously with another study, three additional cases were taken into account. However these cases were selected on criteria that are relevant for the other study, the characteristics of and findings within these networks are found to be relevant for the present study and will hence be taken into account as well.

Table 2: Secondary cases

Type of Integration	Resource Munificence	
	Low	High
Density-based	Foxtrot	
Centralized	Alpha	Delta

⁵ A detailed overview of the characteristics of all the cases can be found in chapter 4: Results.

With respect to the sampling of the interviews, no sampling strategy was applied for the preliminary and in-depth interviews with the network managers, since it was the intention to conduct interviews with all network managers of the selected cases. Regarding the interviews with network members, a combination of purposive and convenience sampling (Ritchie & Lewis, 2003) was applied. Because it was of special interest for this study to secure conducting interviews with both representatives of the social welfare organizations and the crime prevention organizations, who had enough experience and insight in the functioning of the networks, and who participated in the case consultation meetings, these selection criteria were handed to the different network managers. After that, the network managers approached potential respondents. When three or four respondents agreed to participate in the study, the names and positions of the volunteers were fed back to the researcher for approval. This snowballing technique (Baker, 1999) allowed the researcher to purposively select respondents from within the SH networks (see Appendix VI for an overview). Moreover, access to respondents was considered to be easier via the network manager, since this indicates a certain level of commitment of the network manager to the research. The following table presents the final distribution of respondents in accordance with their background.

Table 3: Overview of respondents

	Alpha	Bravo	Charlie	Delta	Echo	Foxtrot	Golf	Total
Network Manager	1	1	1	1		1	1	6
Crime Prevention	1	1	1		2	1	2	8
Social Services	1		2	2	1		1	7
Government	1	2				1		4
Total	4	4	4	3	3	3	4	25

3.4. Data Collection

This research was mostly based on qualitative data, since the nature of this study is rather inductive. However, also some quantitative methods were used (i.e. network analysis) in order to provide a comprehensive view of the different networks. Different qualitative data collection techniques were used (i.e. document studies and semi-structured interviews). Moreover, because another researcher was involved in the data collection process, it was possible to discuss the findings with each other which led to a better understanding of the data (Pettigrew, 1990). Data was collected from February through May 2012 and took place in several phases.

First, a document study was conducted, based on the findings of the previous study within the Safety House networks (Raab *et al.*, forthcoming). These findings were summarized in a fact

sheet, which was used to select the relevant cases based on the selection criteria that were explained earlier. A meeting with a member of the National Project 'Quality and Professionalization' of the SHs was conducted to discuss the case selection and to gain a better insight in these cases. Moreover, an expert meeting with a representative of the first SH that was established in the Netherlands was held (Appendix VI), in order to get familiar with the field and gather general information about the functioning and tasks of and within a SH. Furthermore, a number of other documents such as annual reports, evaluations, and other relevant documents were consulted in this stage of the research (e.g. COT, 2008; WODC, 2008; Mannak & Moors, 2010; Peters & Groeneveld, 2010).

Second, the network managers of the selected cases were informed of their selection by a member of the National Project 'Quality and Professionalization' of the Safety Houses. After they were informed, the researcher contacted these network managers and scheduled an appointment for a preliminary interview (Appendix I), aimed at validation of the findings that were derived from the fact sheet of Raab *et al.* (forthcoming). A few times, an alternative case needed to be approached, because the preferred case did not wish to participate in the research. Ultimately, seven networks were selected and agreed to participate in this study. The preliminary interviews took place either face-to-face or on the phone, based on the preferences of the respondents. When an interview was conducted face-to-face, the conversation was recorded and transcribed on verbatim level by the use of Express Scribe. In case of a phone interview, one researcher held the conversation and the other researcher took notes. Since these interviews were aimed at validation of the network characteristics (i.e. type of integration, resource munificence, and network effectiveness) there was no urgent need to transcribe and analyze all these interviews very thoroughly. However, preliminary interviews that were transcribed were taken into account in the overall analysis of the network functioning. In total, seven preliminary interviews were conducted which lasted between 30 and 50 minutes. During the preliminary interviews, it became clear that all networks kept a list in which they administered which organizations joined which case consultation meetings. It was managed to get this data from every network. This data served as input for the network analysis⁶, which will be presented in the next chapter.

In the third phase of this research, in-depth interviews were conducted (Appendices II and III). After the preliminary interviews the researcher fed back the findings from these interviews and asked the network manager to name at least three and maximum five representatives from the partner organizations in their network who could be asked to give an in-depth interview (selection

⁶ Wassermann and Faust (1994) underscore that this is a valid way of retrieving relational data.

criteria for these respondents were explained earlier). Also the network managers were asked to give a follow-up interview which was aimed at gaining a more in-depth understanding of the actual functioning of the network and the mechanisms that can explain the relation between type of integration, resource munificence, and effectiveness. Because of practical reasons a few of these interviews took place on the phone, but a vast majority took place in a face-to-face setting, most of the times at the SH where the respondent participated in the case consultation meetings. All in-depth interviews were recorded and transcribed on verbatim level by the use of Express Scribe. In total, 25 in-depth interviews were conducted for the present study (Appendix VI). The duration of the interviews ranged from 35 minutes to 1 hour and 45 minutes.

3.5. Measurements

In this section, the different measurements of the concepts will be elaborated. Subsequently, the measurements of network effectiveness, type of integration, and resource munificence will be explained. Moreover, also the method that was used to clarify the mechanisms that are stimulated by network structure and resource munificence will be discussed, as well as the control variables system stability, size, and age. An overview of the operationalization of the core concepts for the present research can be found in Appendix IV.

3.5.1. Dependent Variable: Network Effectiveness

Following Provan and Milward (2001) and Raab *et al.* (forthcoming), network effectiveness was measured on different levels, i.e. the organizational/participant level (labeled here as the operational level), and the community level (see Appendix I for questions of the preliminary interviews on network effectiveness, and Appendices II and III for questions that were asked during the in-depth interviews on network effectiveness)⁷.

Operational effectiveness

According to Provan and Milward (2001) the operational level of effectiveness takes the individual benefits for participants into account by being a member of the network. In this research, the model for operational effectiveness of Kenis (in IVA Beleidsonderzoek en Advies, 2008) is used to measure the first level of network effectiveness, since this model is specifically created for the SH context. This is in line with Herranz (2010), who proposes that specific measurements that fit the networks that are being investigated should be developed and used to evaluate their performance. The model

⁷ In the original design of this study, network level effectiveness was also incorporated. However, results of the interviews provided too little evidence to take this level of effectiveness further into account.

of Kenis pays attention to system elements and coordination aspects (i.e. resources, alignment of partners, recording of agreements, and collection of management information), since these are essential elements for operational effectiveness (WODC, 2011; Kenis in: IVA Beleidsonderzoek en Advies, 2008). The operational effectiveness can be evaluated as low, moderate or high (for a detailed schematic overview of the evaluation of operational effectiveness, see Appendix V).

Community effectiveness

Community level effectiveness takes the benefits for the broader community, for instance a country, into account (Provan & Milward, 2001). Community level effectiveness was determined by asking the respondents (mostly network managers) about the results of their SH on the four domains i.e. youth, habitual offenders, domestic violence, and aftercare (WODC, 2008). Apart from that, also the impact on crime reduction and recidivism rates were asked⁸. Even though these measurements are subjective (since these are based on the opinions of the network managers), it was believed that these factors provided a relatively reliable and valid measurement of the community level effectiveness (Raab & Suijkerbuijk, 2009). Moreover, answers of the network managers were compared to those that were given by the network participants and the general impression of the SH that was made on the researcher, in order to get a broader impression than just the opinion of the network manager. Community level effectiveness can be evaluated as low, moderate, or high (for a schematic overview of the categorization of community effectiveness, see Appendix V).

Overall effectiveness

For the sake of completeness, an overall effectiveness score that is based on the scores of the different networks on the operational and community level will be provided. This overall score can be low, moderate, or high. A network will be evaluated as low in effectiveness, if operational effectiveness was evaluated as low to moderate, and community level effectiveness was low. A high effectiveness evaluation will be given when a network has both a high operational effectiveness, and a high community level effectiveness. All combinations of scores on operational and community level effectiveness that are in between these two scores will result in a moderate overall effectiveness score (Appendix V).

⁸ In contrast to the study of Raab *et al.* (forthcoming), no concrete percentage of reduction of criminality and recidivism could be used to measure this, since such a percentage or norm is no longer used by the national program Development of Safety Houses (Programmaplan Doorontwikkeling Veiligheidshuizen, 2011; A. Groeneveld, personal communication, January 16th, 2012).

3.5.2. Independent Variable: Type of Integration

“The basic building block of any network study is the linkages among the organizations that make up the network” (Provan & Milward, 1995, p.10). The present study focuses predominantly on the relation and underlying mechanisms between network structure, with respect to its type of integration, and network effectiveness. As mentioned earlier, network integration can be accomplished via three different ways, i.e. density-based, centralized, or by clique overlap (Raab *et al.*, forthcoming). Eventually, all structural measurements will be compared to find a general description which best suits the type of integration a network uses. The measurement of the three types of integration and the mechanisms that are stimulated by these different types of integration will now be explained.

Density

As was mentioned before, “density of a graph is defined as the number of lines in a graph, expressed as a proportion of the maximum possible numbers of lines” (Scott, 2000, p. 71). In order to calculate this measure, two procedures were used. The first procedure entailed simply dividing the number of relations that were present in a network, by the maximum number of ties that would be theoretically possible in the network. This gives an expression of the overall connectedness of the network. The actual number of ties was derived from the data which displayed the participants per type of case consultation meeting. Whenever two actors were present during the same meeting, it was assumed that they had a relationship. The theoretical maximum was determined by first multiplying the number of actors in the network by the number of actors in the network minus one, and then dividing this by two (because the relations can be considered as undirected, since the SH networks are based on reciprocal sharing of information).

$$\frac{l}{n(n-1)/2} \quad \text{Density (Scott, 2000)}$$

The second procedure to calculate density is more focused on the strength of the connections among the participants in the networks⁹. This measure takes the different types of meetings into account, and how often the same partners are present during these meetings. It was computed by dividing the valued relational data (based on how often two members are present during the same meeting), by the theoretical maximum value of a relation (based on the number of different

⁹ The terms strong and weak connections are used in this study rather than strong and weak ties because these may be associated with the definitions of Granovetter (1973) that refer to certain connections in personal social networks (Herranz, 2010).

meetings). The theoretical maximum was computed by multiplying the number of actors in the network, with the number of actors in the network minus one, divided by two (undirected relations) and then multiplying this with the number of different case consultation meetings that are organized in the SH. The higher this figure gets, the stronger the relations in the network are.

Both scores were compared with each other for every network, and compared with the other networks in order to give a qualification for the level of density within a network. A mean score for all networks was calculated, which indicates a moderate level of density. When the score of a network was lower or higher than the mean score, but within one standard deviation of the mean, the network density was labeled as moderately low or moderately high. When the density score of a network was below or above this range (Mean + 1 S.D. or Mean – 1 S.D.), it was be labeled as low or high respectively.

Centralization¹⁰

Centralization is a measurement to express how tightly a graph is organized around its most central point (Freeman, 1979; Scott, 2000). In order to determine this most central point (i.e. organization), several measurements can be used (Wassermann & Faust, 1994). In this study, degree centrality and betweenness centrality will be used to determine the most central actor in a network.

Degree centrality is the extent into which an actor in a network is directly connected to the other actors in the network (Freeman, 1979). It is computed for every network member, by dividing the total number of linkages of an actor by the total amount of linkages that was observed in the whole network. This way, the figure represents a proportion of the total amount of linkages which is connected to the regarding actor.

$$C'_D(pk) = \frac{\sum_{i=1}^n a(pi, pk)}{n-1} \quad \text{Degree Centrality (Freeman, 1979)}$$

However, especially betweenness centrality is of interest in the present research, since this measurement reflects to what extent a certain actor is on the shortest path (i.e. geodesic) between two other actors, and can therefore control information flows between these actors. “It is this potential for control that defines the centrality of these points” (Freeman, 1979, p. 221). In the context of the SHs, this means that a partner organization can facilitate the flow of information from one case consultation meeting to another, which gives an impression of efficient organizing and monitoring and control benefits.

¹⁰ No valued data was used to compute the centralization measurements.

$$C'_B(pk) = \sum_{i < j} \frac{g_{ij}(pk)}{g_{ij}} \quad \text{Betweenness Centrality (Freeman, 1977; 1979)}$$

Based on the second centrality measurement (i.e. betweenness) network centralization will be determined. This measurement indicated to what extent a network is centralized around its most central actor (Freeman, 1979). Network centralization is measured as the sum of the differences between each organization's centrality score and the maximum centrality score, standardized by dividing this by the theoretical maximum centralization (Freeman, 1979).

$$C'_N = \frac{\sum_{i=1}^n (C_{max} - C_i)}{\max \{\sum_{i=1}^n (C_{max} - C_i)\}} \quad \text{Network Centralization (Freeman, 1979)}$$

Also here, the same procedure was used to give a qualification for the centralization scores of the different networks, in order to be better able to interpret the findings. When the score of a network was lower or higher than the mean score, but within one standard deviation of the mean, the network centralization was labeled as moderately low or moderately high. When the centralization score of a network was below or above this range, it was labeled as low or high, respectively.

Clique Overlap

Provan and Sebastian (1998) found that overlapping service links across small cliques were an important determinant for explaining network effectiveness. Therefore, clique overlap is taken into consideration in the present study. Provan and Sebastian (1998) use two different measurements for clique overlap. Since the focal study does not take different types of ties into consideration (all ties in SH networks are assumed to have a nature of information-sharing), the second way of measuring clique overlap that Provan and Sebastian used cannot be applied here. Hence, clique overlap will be determined by dividing the amount of organizations that are present in at least half of the observed cliques, by the total amount of organizations that are part of a certain clique (Provan & Sebastian, 1998). Before this measurement can be applied, it is important to determine what clique size will be used. Here also, the method of Provan and Sebastian was followed. Therefore, the largest clique size that could be compared among all networks had to be determined. This entailed checking the largest possible clique size for every network on itself, and then comparing these sizes across networks in order to determine which clique size could be used within and across all networks (i.e. the smallest size of all largest clique sizes, which turned out to be eight) (Provan & Sebastian, 1998). The same procedure as with the density and centralization measurements was used to give a qualification for the clique overlap scores of the different networks.

Mechanisms

Although these measurements provide an effective reproduction of a network's type of integration, this study will make use of its in-depth character to refine these measurements with qualitative data gathered during the interviews with representatives from the network participants (Raab *et al.* forthcoming). It is believed that these nuances can provide useful insights in the actual functioning of a network, since ultimately the people who act within the structures of a network determine how it operates. Hence, it is not enough for the present study to only report the results from the quantitative network analysis, since this method only focuses on displaying the relations in a network, which is a rather static approach, while the present study explicitly seeks to find the dynamics that are present in networks.

Therefore, the most important part of this study is the part that focuses on gaining more understanding about the mechanisms which are responsible for the relation between structure, resources, and effectiveness. In order to achieve this, rich qualitative data is needed (Mintzberg, 1979). Because this study is the first to take this approach, this part of the study is rather inductive, since no empirical building blocks can be used to start from. Hence, few concrete measurements can be utilized for this purpose. However, following Eisenhardt (1989), the questions of the in-depth interviews are based on theoretical arguments from previous literature on network effectiveness, which tries to explain the mechanisms (e.g. Provan & Milward, 1995, Raab *et al.*, forthcoming). Questions that try to get a grasp of the mechanisms which are caused by a dense way of organizing are aimed at the concepts of communication, information-sharing, trust, shared norms, and commitment. Items that are aimed at the mechanisms of a more centralized way of organizing activities are aimed at the concepts of monitoring, coordination, efficiency, and degree of formalization and established processes (see Appendices II and III).

3.5.3. Moderating Variable: Resource Munificence

This contextual variable is expected to influence the relation between network structure and effectiveness (Raab & Suijkerbuijk, 2009), and hence the mechanisms that constitute it. In line with Vollenberg, Raab and Kenis (2007), this variable is operationalized as per capita spending. This is done by dividing the total amount of financial resources available to the SH by the number of inhabitants in the region in which the SH is supposed to deliver its services (Raab *et al.*, forthcoming). By calculating the amount of resources per capita, it is possible to compare the amount of resources between networks with different region sizes and thus different amounts of service obligations. A mean score for all seven networks was calculated. When a network's resource

munificence score was below the mean score, then it was evaluated as low. When the financial resources per capita of a network were above the mean score, the score was evaluated as high.

3.5.4. Control Variables

In order to control for spuriousness of the causal effects of type of integration and resource munificence, it was very important that the selected cases could be labeled as stable, since Provan and Milward (1995) found that instability has a detrimental influence on network effectiveness. Hence, system stability was used as a control variable in this study. It was operationalized as the extent into which the network and its participating organizations have been unchanged in the last two years. This was predominantly based on the operational level (i.e. fundamental changes in network partners), since this study specifically focuses on this level of analysis. Since the focus during the preliminary interviews was mostly on validating the independent, moderating, and dependent variable of this study, stability of the network was predominantly based on the data table that was developed during the former study of Raab *et al.*(forthcoming), and was evaluated after the in-depth interviews were held, since by then the researcher had a greater understanding of the functioning of the network.

The size of the network needed to vary at a minimum, in order to be able to make a valid comparison between the different structures of the networks and their relation with network effectiveness. This is underscored by Raab and Suijkerbuijk (2009), who found that small networks can operate very effectively using a dense structure, while this is unlikely for larger networks. The boundaries of the networks were based on participation in the case consultation meetings. These meetings are the core purpose of these networks, and can therefore well be used to determine who is in and who is out. Thus, this study leans predominantly on the nominalist approach for network boundary specification (Laumann & Knoke, 1987). This approach is the most suitable for this study, since only operationally participating partners are actually contributing to the functioning of the SH networks. Therefore it would be of no added value to include partners who did sign the covenant (and are therefore formally part of the network), but do not participate in the case consultation meetings.

Finally, the age of the networks needed to be above two years and vary at a minimum, in order to control for different developmental stages in which the networks would be in (Raab *et al.*, forthcoming; Kenis & Provan, 2009).

3.6. Data Analysis

The analysis of the data also consisted of several phases. First, the data that was retrieved via the preliminary interviews had to be analyzed. As mentioned, this data entailed the presence of network partners during the different case consultation meetings that the SHs organize. The data consisted of the actors and the type of meeting in which they were present. This information was entered into an incidence matrix using MS Excel. Subsequently, UCINET 6.377 (Borgatti, Everett and Freeman, 2002) was used to convert these incidence matrices into (valued) adjacency matrices in which the diagonal showed how many times in total a specific partner was present during any of the meetings, and the other cells showed the amount of times two actors jointly attended a meeting. The data was treated as undirected, since the purpose of the SHs is to share and exchange information among all present partners during a meeting. After the data was converted into adjacency matrices, UCINET was used to compute the density and centralization of the networks. Next, Visone 2.6.2. was used to convert the adjacency matrices into network visualizations. These visualizations were used to identify the most central actor in the network (based on betweenness centrality scores), map the strongest ties in the networks (by making use of the valued data), and identify the different cliques in the networks. Sometimes, the results of the network analysis were fed back to the network manager in the form of a short report. This was mostly done to create extra commitment for the in-depth interviews. Another aim of the preliminary interviews was to validate the effectiveness of the selected SHs that were also evaluated in the former study of Raab *et al.* (forthcoming). This was predominantly done by making use of evaluation criteria that were in line with that research (Appendix V). Albeit the preliminary interviews were specifically designed to evaluate the effectiveness of the different network, these findings were refined with the outcomes of the in-depth interviews.

The second phase of data analysis consisted of analyzing the in-depth interviews. The transcripts that were derived from the interviews were analyzed by the use of Atlas.ti 6.2. Subsequently, open, axial, and selective coding were used in order to code relevant fragments. It was believed that starting with open coding was the best choice for the present study, since discovering mechanisms is rather inductive. Eisenhardt (1989) mentions that developing theory from case studies is a highly iterative process. Hence, both in-vivo and in-situ coding were applied, which entails that certain codes were developed before the data collection started, and other codes were developed throughout the data analysis. After coding the relevant fragments from the interviews with descriptive labels, first order categories were formed by merging codes with descriptive labels that were rather similar. Then this was repeated another time to establish the

second order categories, and to form the eventual aggregate dimensions. Relevant literature was constantly consulted in this process, in order to decide which codes or categories could be merged. This method resulted in a coding tree, which is presented on the next page (Figure 2) (Boeije, 2010; Swanborn, 2010). Eventually, 11 second order concepts emerged from the data and resulted into four aggregate dimensions which represent the mechanisms that can (partly) explain the relation between type of network integration, resource munificence and network effectiveness. Table 4 shows what types of quotes from the interviews were grouped together in the different categories which resulted in the aggregate dimensions (the original Dutch quotes can be found in Appendix VII). During this entire process, both within-case analyses took place in order to gain familiarity with the data and form a preliminary theory, and cross-case comparisons were made in order to look for patterns or sequences and analyze the evidence through multiple lenses (Eisenhardt, 1989). The results of these analyses will be presented in the following chapters.

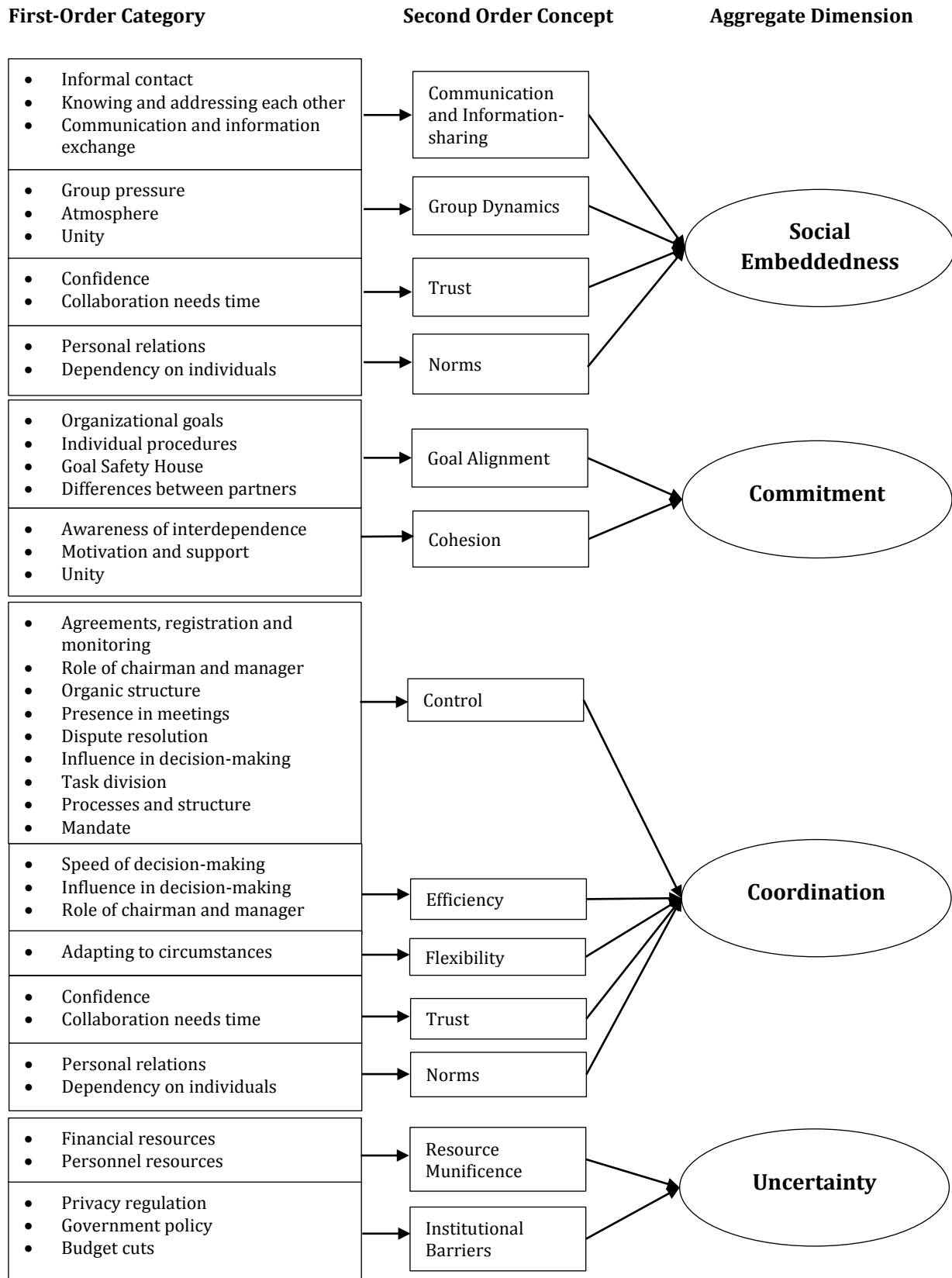


Figure 2: Final data structure (adopted from Mantere, Schildt and Sillince, 2012)

Table 4: Empirical examples of main categories (adopted from Mantere, Schildt and Sillince, 2012)

2nd Order Concept	Illustrative Quote
Communication and Information-sharing	<p>"Sharing information about the regarding client is what is most important." (Chairman after care meeting SH Bravo, May 1st, 2012)¹¹.</p> <p>"The informal side is that people are addressable and reliable as employees and that has to do with just looking at people and drinking a cup of coffee and asking can you send me that piece of information?" (Case director child protection service SH Delta, April 12th, 2012)¹².</p>
Group Dynamics	<p>"That's the atmosphere here, the culture here and the enthusiasm of, I think that is contagious." (Probation officer SH Bravo, May 1st, 2012)¹³.</p> <p>"It is not the case that we all get caught up in the hysteria of a social worker, or of someone else who screams very loud." (Police officer SH Alpha, April 11th, 2012)¹⁴.</p>
Trust	<p>"No but that also has to do with trust. Because you've known everyone for quite a while now and also know their way of working, there is trust." (Probation officer SH Bravo, May 1st, 2012)¹⁵.</p>
Norms	<p>"Because you start to do something in a certain way norms arise about how certain things should be done, without that being described." (Network manager SH Golf, April 16th, 2012)¹⁶.</p> <p>"Well I think that within the case consultation meetings there have been created informal norms." (Chairman after care meeting SH Bravo, May 1st, 2012)¹⁷.</p>
Goal Alignment	<p>"Joining the case consultation meetings to benefit for your own organizational goals is not possible anymore." (Case director child protection service SH Delta, April 12th, 2012)¹⁸.</p> <p>"Every organization is different, is very different. You cannot compare the police with social work." (Probation officer SH Echo, March 22nd, 2012)¹⁹.</p>
Cohesion	<p>"I think that there is a great willingness to come closer to each other among the partners." (Chairman after care meeting SH Echo, March 22nd, 2012)¹⁰.</p> <p>"I'm involved to keep people motivated and that is being appreciated and everyone is coming with me, so the willingness is there." (Chairman care meeting SH Bravo, March 15th, 2012)¹¹.</p>
Control	<p>"Well there is a very clear structure." (Welfare employee addiction treatment SH Alpha, April 11th, 2011)¹².</p> <p>"There monitoring takes place, there you can extract information from the systems really well. What is discussed, who is discussed, by which partners, you can monitor that very easily there." (Probation officer SH Echo, March 22nd, 2012)¹³.</p>
Efficiency	<p>"Encourage partners to make alliances to represent each other." (Network manager SH Alpha, April 11th, 2012)¹⁴.</p> <p>"I think those decisions can be made very quickly, that's also what we agreed with each other, we have recorded that." (Case director child protection service SH Delta, April 12th, 2012)¹⁵.</p>
Flexibility	<p>"My experience tells me that things can be arranged here very quickly." (Probation officer SH Echo, March 22nd, 2012)¹⁶.</p>
Resource Munificence	<p>"That influences the effectiveness I am convinced of that. The extent into which you have financial resources. Because financial resources and then I say slash personnel capacity. Those are actually your resources." (Network manager SH Delta, April 12th, 2012)¹⁷.</p>
Institutional Barriers	<p>"There you have the privacy problem [...] Justice may only speak about cases in a very abstract way, and so may we." (Police officer SH Alpha, April 11th, 2012)¹⁸.</p> <p>"If they withdraw people, then they will occupy less work spaces. That means that our income will go down and at a certain moment you will have to stop as a Safety House. And then everyone will go back to his own work and you're back to where you started seven or eight years ago." (Network manager SH Bravo, March 15th, 2012)¹⁹.</p>

¹¹ These markings refer to Appendix VII in which the original quotes can be found in Dutch.

4. Results

4.1. Overview of Network Characteristics

In order to get familiarized with the different networks that were investigated by the present study, Table 5 is presented. The table shows the different characteristics that are of importance to this study, since these characteristics are believed to be related to certain mechanisms, which will be explained in the next section.

Table 5: Summary of network characteristics

Network	Alpha	Bravo	Charlie	Delta	Echo	Foxtrot	Golf
Size (25;4.7)	20	23	19	25	32	29	26
Age (4.58;1.55)	3.08	5.25	4.75	5.25	4.67	2.17	6.92
Stability	Yes	Yes	Yes	Yes	Yes	No	No
Density	ML	H	ML	ML	ML	MH	H
(63;16)	53%	78%	55%	47%	49%	75%	86%
Valued (33;23)	16%	34%	13%	15%	18%	42%	80%
Centralization	H	L	MH	H	MH	L	L
Betweenness (11;8)	21%	2%	13%	20%	13%	5%	0.2%
Degree (39;18)	53%	25%	51%	58%	47%	27%	12%
Cliques	3	6	3	9	3	5	3
Agencies in cliques	14	23	15	20	29	28	26
Clique membership	70%	100%	79%	80%	91%	97%	100%
Clique overlap	MH	MH	MH	L	L	MH	MH
(51;18)	57%	65%	60%	30%	21%	57%	69%
Resource munificence	L	H	L ¹²	H	H	L	L
Per capita (1.87;0.86)	€ 1.56	€ 2.89	€ 1.90	€ 2.78	€ 2.33	€ 0.78	€ 0.83
Effectiveness	M	M	M	H	H	M	M
Operational	M	H	M	H	H	M	M
Community	M	L	M	H	H	M	M
Explanation:	L= Low		M= Moderate		H= High ¹³		
	ML= Moderately Low		MH= Moderately High		Mean scores and S.D. stated in parentheses		

As can be concluded from this table, the size of the different networks does not vary in an extreme way. Although there is a notable difference in size between the smallest and largest network (i.e. Charlie and Echo), it is believed that this difference does not affect the way these networks function in a significant way, since in none of these networks all participants simultaneously join a certain

¹² Although the score of this network is officially above the mean score for resource munificence of these seven networks, it was evaluated as low because the difference was only marginal.

¹³ The guidelines for these categorizations can be found in section 3.5. 'Measurements'.

meeting. For age, especially network Foxtrot is considered, as this network only just has passed the age of two years, which is considered to be a crucial factor for being able to operate effectively (Raab *et al.*, forthcoming). When looking at the stability of the networks, it can be seen that two networks were considered to be instable. In both cases, this had to do with core partners of the SH networks that are retreating from the network mostly because of capacity problems in their own organization. Although this factor was checked when cases were selected from the data table that was provided by the former study, it only occurred during the in-depth interviews that there were signs of withdrawal by these partners. Unfortunately, it was not possible for the researcher because of practical reasons to switch these cases for other networks, since there was only a limited amount of time available for data collection. The results from these networks thus need to be interpreted with care, since instability causes large problems for the effectiveness of a network (Provan & Milward, 1995).

Further analysis of the table shows that all networks are organized in cliques, which makes them similar up to some extent. However, there are still significant differences noticeable between the network structures, since for instance the degree of overlap of these cliques varies significantly between these networks. Networks Alpha, Charlie, Delta and Echo can be characterized as centralized, by their high levels of centralization in comparison to the low levels of density in these networks. Moreover, Delta and Echo are considered to be more centralized as compared to Alpha and Charlie, since the clique overlap in these networks is a lot lower. Networks Bravo, Foxtrot and Golf are density-based integrated networks, since these networks possess a high level of density and a low level of centralization. The density of these networks is reinforced by the relatively high clique overlap in these networks. With respect to resource munificence the table is self-explanatory, and effectiveness scores will be further discussed per network in the within-case analysis.

4.2. Within-Case Analysis

In this section, the different networks will be discussed per site, in order to become familiar with the features of every network and gain in-depth understanding of each case that was involved in the present study (Eisenhardt, 1989). The different networks that were investigated will be presented, along with the findings that were obtained when analyzing these networks. Both the findings that were derived from the preliminary interviews with the network managers (i.e. network structure, resource munificence and effectiveness) and the findings from the in-depth interviews with the various representatives from the different partner organizations will be discussed per case.

4.2.1. Network Alpha

Structure and operational functioning

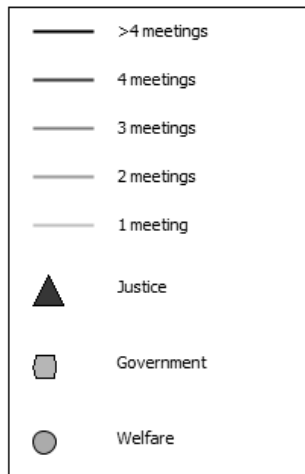


Figure 3: Key

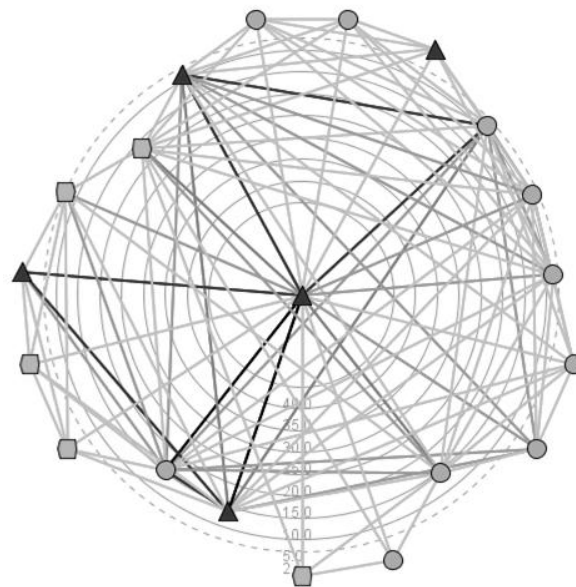


Figure 4: Structure network Alpha

This Safety House was established during the course of the year 2008 and became fully operational in 2011 which means that the first goals that were made in 2008, that concerned starting with the different case consultation meetings, were completed. In total, 20 different partners participate in the various case consultation meetings, which are aimed at different target groups of the SH (i.e. youth, habitual offenders, domestic violence, after care ex-detainees, risk citizens and human trafficking). Ten different thematic meetings are used to discuss cases that are related to these target groups. In almost every meeting, the police are represented. Furthermore, different partners such as municipalities, care agencies, the public prosecutor and other justice organizations join these meetings.

Overall, the structure of this network can be identified as centralized with a relatively stable inner core and an outer core that varies. The darker ties indicate stronger connections (based on co-occurrence in certain meetings). These show that a few actors have very strong connections, whereas the most actors have relatively weaker connections. The most central actor in this network is the police organization, which also has the most strong connections with other agencies in the network, which are the public prosecution office, youth care, probation, and child protection services. These organizations form the inner core of the network, since they have many strong connections among each other. Moreover, the thematic case consultation meetings are responsible

for the formation of different cliques, since partners will only join the meetings which can be related to their core business or interests. The cliques have a moderately high overlap (table 5).

What follows now is a detailed description of the operational functioning of the network.

Organizing processes and tasks

A network manager that is paid by the leading municipality is in charge of the operational and day to day management of the network. Although a network manager is in charge of the operations of the network, this role is rather complicated since the SH is seen only as a facilitator to enable a better collaboration between different partners that are active in the field of crime prevention and care for clients with complex (mental) problems. This implies that the network manager has no real hierarchical relation to the partner organizations or the representatives that join the case consultation meetings. This is of course a very unusual position for a manager and makes it difficult to control or even communicate effectively with the representatives and their organizations.

“The Safety House is a network organization for existing structures in order to improve and strengthen the chain collaboration between different partners.” (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A1 14}.

“The added value that you can provide exists out of facilitating the collaboration. You exist by the grace of the partners and also how well they align their interventions and the execution of those. That means you are dependent, in that sense you are dependent on the goodwill of the partners and the functioning of the partners. And your contribution to that is making the collaboration possible as good as you can, and create as much goodwill as you can, but there is no hierarchical authority or what so ever.” (Network manager, April 11th, 2012)^{A2}.

“I’m communicating like a lunatic. [...] there is this newsletter which has recently been spread, and well I always incorporate some practical examples and a short piece on processes, but people do not want to read that. So everything has been spelled out a million times, and we also have enough information sources, for example every representative would have a meeting with a chairman to brainstorm about certain things and also my door is almost always open. We are very accessible, however the partners do not take that step for whatever reason and stay behind with a question mark. Some of them we just don’t reach, so there are a number of participants that do not know how we work here.” (Network manager, April 11th, 2012)^{A3}.

It was noticed that especially the network manager was really committed to structuring the SH in a lean way in order to enable an efficient way of working. This was mostly achieved, by pointing one of the participants in a meeting to the role of chairman, instead of adding an extra person to the meeting to fulfill this role. Usually someone who is employed at one of the municipalities is used for this. These persons are involved because their municipality can obviously benefit if the levels of crime and recidivism will go down in their municipality, but do not have the tools themselves to

¹⁴ These markings refer to Appendix VII in which the original quotes can be found in Dutch.

establish this. Therefore, they act in a coordinating way to guide and manage the total process from case analysis towards execution of the action plan, and making sure that the collaboration between the partners is well structured and goal directed. This creates a kind of centralization within the meetings, which enables a more efficient way of working and control of the process.

"It is structured in a lean way so I try to allocate the chair to one of the participating organizations." (Network manager, April 11th, 2012)^{A4}.

"A few meetings were chaired by an employee who works for the public prosecutor. I think that that is fundamentally wrong, because the public prosecutor is based on criminal prosecution and that is not, then you cannot chair an integral meeting from that identity. [...] so an employee of the municipality should do that, because he has the integral responsibility from his organization." (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A5}.

"A collaboration was established in order to align the different approaches. But that did not run very smoothly yet, because there were some tensions among the different organizations. Then the municipality decided to appoint one person that would focus on that. So qualitatively judging the notifications and then coordinate the actions that needed to be taken, and making sure that the mutual collaboration was managed. That went very well. It was clearly noticeable that the collaboration went a lot smoother when someone was appointed specifically to manage this process." (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A6}.

The network makes use of process descriptions that clarify what the different roles of the various participants are, what the goals are, and what information can and needs to be shared in the case consultation meetings. However, as mentioned before, partners are not very interested in these descriptions and tend to rely on their own experiences and the guidance of the chairman. Moreover, the lack of mandate and power of the network manager and the chairmen over the partners withholds them from disciplining the participants on the basis of these process descriptions. The participants rather have a global guiding sheet as a starting point where after they can jointly decide which way to go with a certain case.

"You need those process descriptions where you can record the procedures of the case consultation meetings. Participants, goals, when what information, you name it. You need that for clarity." (Network manager, April 11th, 2012)^{A7}.

"People are unaware of the processes and are also not disciplined in following these process steps." (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A8}.

"And when we as a group think well that is a pretty good approach, then that will be executed." (Police officer, April 11th, 2012)^{A9}.

Besides the role and tasks that are appointed to the chairman during the case meetings, the participants also have different roles and tasks. These tasks and responsibilities are often based on the core tasks of the organization that the participant represents. As can be concluded from the network visualization that was presented at the beginning of this section, there is a division

between core partners and partners that join the meetings only when their presence is required because of a particular client or subject. This allows the decision-making process within a case consultation meeting about what agreements and commitments are made, to go faster, because a participant will only be included if he or she is really involved with the case. However, the speed with which decisions are sometimes taken can cause trouble later on in the process, when for instance partners that were not included enough in the beginning of the process object against certain things that are planned to be executed at a later moment.

"Those are the tasks in society that those organizations have and those are also the tasks that they have within the meetings [...] so that is defined." (Police officer, April 11th, 2012)^{A10}.

"We have a few core partners, the police as you made clear in your visual analysis. But besides that we also have a number of partners that only join the meetings if one of their clients is on the agenda." (Network manager, April 11th, 2012)^{A11}.

"The speed with which decisions can be taken is pretty fast, only the execution is often more problematic. [...] but about what we are going to do and what we are not going to do in such a situation, well I think that goes pretty fast." (Police officer, April 11th, 2012)^{A12}.

Information exchange and regulations

The core business of the SH networks is to share information about clients in order to jointly come to a solution for the problems of this person. However, sharing information is not as simple as it would seem in the first place. Especially people that work in the social welfare and care industry, invest a lot of their time to build up a relation of trust with their clients. In this trust relationship, they gain a lot of information that could possibly lead to a conviction if for instance the police knew about this. Although these social workers have a reporting obligation if they notice a crime, there are a lot of smaller offenses that can be categorized into a certain grey area. Because of this, persons often doubt whether they should or should not share certain information. Moreover, almost all respondents indicated that only relevant information should be shared. Relevant information was often interpreted as information about facts that were current and important. The client's background or other information about their family was not seen as relevant. Determining what information is relevant to share is rather ambiguous, since firstly judging whether information would be relevant for other partners is a very difficult thing to do, and secondly partners often use their own perspective to make this assessment. However, when partners notice that others are willing to share their information, this creates more goodwill to go along with this and also share their own knowledge about a certain case. This indicates that a more densely connected structure within a case consultation meeting can stimulate information exchange in order to come to a more

complete idea of the situation of a case and hence provides possibilities to develop a more suitable plan of action.

"There is a lot of information that finds itself in a kind of grey area and then I try to make an assessment of whether sharing this information would benefit society, client and customer. And then I try to base my decision purely on my own norms and values. Those are difficult situations" (Welfare employee addiction treatment, April 11th, 2011)^{A13}.

"No, I am not reserved when it comes to information-sharing. I do not share all information, that's true. I mean when a child has reported that his passport is missing, then I am not going to report that to his school, because I think that is absolutely not relevant. I then report that they are not known in our police systems." (Police officer, April 11th, 2012)^{A14}.

"You just feel that because of the collaboration things are starting to succeed [...] that adds a lot of value to the process. Sharing information and thinking well if you that this, then I will do that." (Welfare employee addiction treatment, April 11th, 2011)^{A15}.

Another factor that makes information-sharing difficult is the privacy law, which protects individuals from unlimited sharing of their personal information among governmental institutes and other organizations. Because of this regulation, partners cannot exchange all information they possess about a client with every partner. The network manager however argued that this legislation is interpreted to narrowly in the country and should be taken less strictly. Moreover, a covenant is used to enable information-sharing within the context of the SH and the case consultation meetings, as long as this information can be proven to serve an important goal. But because this is difficult to prove beforehand, a lot of information is not shared.

Q: "So are the partners therefore automatically more reserved when it comes to information-sharing?"

A: "I hope not, because that would be disastrous for the case consultation meeting. You have to share the information that you have to, that you want to share, which is needed in order to come to a good result, and that is in principle a complete information position. And after that in the progress of the interventions that are partly also sensitive to privacy issues, well you have to freely, freely share information with each other, within the frameworks." (Network manager, April 11th, 2012)^{A16}.

Alignment of partners

This lack of openly sharing information which is necessary to build strong relations and come to a comprehensive understanding of the case, can also be related to the issue that participants are not really aware of the fact that they are part of a chain. However, approaching a case from your own perspective and specialization can have its benefits, the relations and information exchange among the different partners would probably be better if there was a better sense of unity in the network.

"I think it also has to do [...] with the own strategic goals which are not formulated as if these are part of a chain. Many people go back to their office and then they are back to their own job again and discuss their own core tasks with colleagues and act in accordance to those tasks, instead of taking a broader approach" (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A17}.

"In these meetings there are fields represented that think pretty much from their own perspective. And actually this can result in surprising solutions" (Police officer, April 11th, 2012)^{A18}.

"We are very much searching for a sense of collectivity. [...] And I think that this has also contributed to mutual understanding for each other's differences." (Welfare employee addiction treatment, April 11th, 2011)^{A19}.

The problem with aligning the different participants has to do with the differences that are inherent between the organizations which are represented by the participants in the case consultation meetings. The cultural differences are very big, as was indicated by all respondents. This has to do with the focus and the goals of the organizations. The social welfare and care organizations are often characterized as more soft, whereas the justice organizations are seen as hard and strict. Respondents from the social welfare side of the chain mentioned that justice organizations focus solely on managing the problems and welfare was there to complete the approach of the justice organizations with their programs to cure people. Respondents from the justice side of the chain mentioned that they are more focused on taking action whereas welfare organizations rather make plans for taking action. This can be caused by the centralized structure of the network, which can hinder the partners from getting to know each other.

"There are enormous differences; this can already be noticed from the jokes that someone makes that are hurtful to others. You cannot talk about someone like that, you can't be saying chick?! So there are enormous differences between the partner organizations. There is the care-side and the hard-side, the police-side at the table and [...]. A larger polarization of cultures or clashing of cultures does almost not exist." (Network manager, April 11th, 2012)^{A20}.

"I find that a large group of people that sit around the table in the Safety House are very busy with controlling the problems. So there is the public prosecutor, there is justice, there is the police, and the probation office, those are of course all partners that work from another framework and have other assignment than the people that work from the care organizations." (Welfare employee addiction treatment, April 11th, 2011)^{A21}.

"Police work is act. First act and then think. And then you see the social welfare organizations that are first making plans, think and then act. [...] And that can sometimes lead to very odd differences." (Police officer, April 11th, 2012)^{A22}.

Since alignment of the partners' approaches is important for achieving effectiveness, a common goal is used to achieve this. This goal is however very broadly defined, because the individual goals of the different partners are very different. Because of this reason, this goal is very general and not very specific or measurable. The network manager explained that the goal was to enhance public safety and that that was chosen because of the national tendency to give more attention to this. Moreover, it applies to all partners that are active in the SH. What was noticed in the interviews with a representative of a social welfare organization was that she mentioned that the common goal was to

improve the situation for the client and his or her environment, which is highly the same as the goal of her own organization. Also, the police officer mentioned that he doesn't have a clear image about the goal of the SH, whereas one would think that this would be of big importance for his work.

"Well we have a very broad goal of public safety, well almost everyone can recognize himself in there, that's a common denominator." (Network manager, April 11th, 2012)^{A23}.

"The common goal is to improve the situation for both the client and his environment." (Welfare employee addiction treatment, April 11th, 2011)^{A24}.

"Well you know, I don't really know these goals very well." (Police officer, April 11th, 2012)^{A25}.

In line with these comments, it was confirmed that joining the case consultation meetings is not really a matter of commitment to the SH network but rather a method for the participants to pursue better results with respect to their own organizational goals. However, there are signs of improvement. Partners are starting to get even more familiar with each other, which allows them to understand better what the capabilities and possibilities of the other partners are. A positive factor here is, that the persons who are active in the SH are relatively stable, so people have time to get to know each other and build strong professional relations. This shows that density within a network or clique increases over time and stimulates that partners start to feel comfortable around each other, although this process is difficult in a centralized network.

"[Contribution of participating in SH to the achievement of own organizational goals] is very big, yes. Otherwise they would not be joining the meetings, they would not be participating. The question what's in it for me? Is always relevant. That is the first thing that you consider. (Network manager, April 11th, 2012)^{A26}.

"By joining a case consultation meeting, you create a certain relationship of trust and a kind of own identity among the partners that expresses we are part of the Safety House and they get to know each other even better during the course of time." (Network manager, April 11th, 2012)^{A27}.

"This is a quite stable Safety House. Absolutely. There are always the same faces here. But as I said, I'm in this job for eight years now, and after a while you pretty much know everybody, and they know you too." (Police officer, April 11th, 2012)^{A28}.

Resources

The budget that is available to this network is € 420,000 and the amount of inhabitants that is served is 270.000. This results in an amount of € 1.56 per capita, which is low. Besides this the SH itself has a staff employed of in total 3.5 FTE, which consists of a network manager and some administrative staff who for instance prepare the agendas for the different meetings. Furthermore, they have a good registration system with which they can monitor the progress of cases. Hence, all necessary conditions to be able to operate effectively were present. However, an institutional barrier is the budget cuts that the national government is processing in the public sector. The

insecurity about the financial resources for the coming years and the lack of insight by the partners on this matter seem to influence the functioning negatively in the present time.

"[With regard to monitoring activities] the resources are there, with GCOS we have a much better management out roll. With that registration system, we are able to tackle these things." (Network manager, April 11th, 2012)^{A29}.

"I noticed that people get restless because of these budget cuts. If your income is not secured anymore, you get restless and start performing on a lower level [...] so of course financial matters play a role" (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A30}.

"I'm not going to start a transition when I'm not even sure about the funding. And if there is financial uncertainty you should not do that" (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A31}.

Effectiveness

The operational effectiveness of the network is moderate; the alignment between justice and care organizations is not very well secured yet, and information-sharing is problematic. A registration system is used to monitor agreements and the progress of cases. Although the network is structured in a 'lean' way and therefore operates efficiently, there is still a shortage on personnel and management information. The financial resources are low but sufficient to ensure a proper operational functioning, although there is no independent process coordinator.

The network manager believes that the impact on criminality and recidivism rates is strong, indicated by the results that were achieved on the four themes (which were evaluated as good but could not be specified). The network independently monitors its performance with respect to criminality and recidivism, although there are no results yet because of the relatively short existence of the network and these measurements are only valid when they are collected in a longitudinal way, this is indicated by the following quote:

"I am getting the impression that there are positive trends. However, the benchmark for recidivism rates is seven years. So if we want to test the methods we used in 2011 then we are somewhere around 2020 before we know that. So when you look at our effect measurement now, content wise there is really not much I can say" (Chairman and process director of High risk youth consultation meeting, April 11th, 2012)^{A32}.

Hence, community effectiveness was also evaluated as moderate, since there are some indications for success but no hard evidence yet. Overall, the effectiveness of this network is moderate.

4.2.2. Network Bravo

Structure and operational functioning

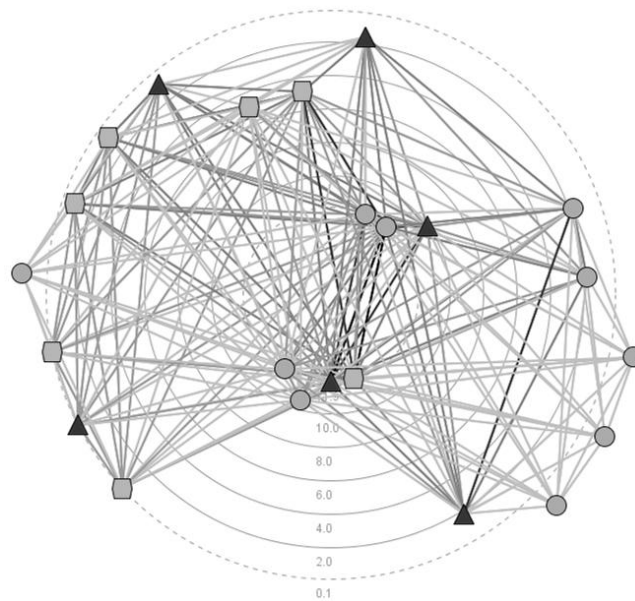


Figure 5: Structure network Bravo

This SH was established at the end of 2006 and consists of 23 participants. The focus is on various different themes i.e. youth, habitual offenders, domestic violence, after care ex detainees, and burglary and (street) robbery. Eight different case consultation meetings are used to discuss the cases that are related to these specific themes. Different partners from the governmental, welfare and justice sectors joint the meetings in a rather equal distribution. Only the meeting which is specifically aimed at discussing justice cases is mostly attended by justice organizations and a partner from the probation office.

In short, the structure of this network can be described as densely connected with a moderately large clique overlap (see table 5). Also, there are relatively many strong connections in the network, which reinforce the density. Especially the police, the lead municipality and a social work agency have strong connections with each other and with the public prosecutor, youth care, and another big municipality which is represented in this network.

Organizing social relations and tasks

The day to day operations are managed by a network manager which is (formally) employed by the public prosecution service. In this role, he has the same kind of authority and power over the partners organizations and more specifically, the representatives from those organizations that are active within the SH, as the network manager of network Alpha. Although the possibilities in terms of power and authority of these network managers are the same, the network manager of network

Bravo uses another strategy in order to control the partners. Whereas the network manager from network Alpha tries to use processes and structure to manage the partners, the network manager of network Bravo uses more social influences like charm in order to create an atmosphere in which it is easy to believe in the purpose and added value of this partnership. Moreover, this vision also is expressed in way of organizing that this network manager uses to structure the network, which is based on relying on the professionalism of the workers and not sticking too much to rules and procedures.

"In the end we are nothing. We are no company, we are no organization. We are just a partnership. I manage people who I cannot control." (Network manager, March 15th, 2012)^{B1}.

"People want to be managed and need it. But you will have to deserve that leadership. If I constantly bully the partners like a mad man with a whip in my hand. You can do that in a position where you were placed to hire of fire people. But I will have to do it with a charm offensive. People, together with me, need to believe in." (Network manager, March 15th, 2012)^{B2}.

"So we are looking for [...] it is actually, [...] maybe, the organic way of organizing which suits me and what I want to control. I am not someone who is fond of rules and procedures" (Network manager, March 15th, 2012)^{B3}.

This philosophy is also noticeable in the different case consultation meetings, which are very much based on the principle of equity of influence and joint decision-making by making use of the expertise and knowledge of a certain partner with respect to a certain case. The roles and tasks therefore can change during the course of several meetings or even within the same meeting because different cases are discussed. This creates a dense structure which allows everyone to give their opinion and come to comprehensive action plans. The responsibility of managing and coordinating the process within the meetings and the actions that need to be taken belong to the different chairmen. As opposed to network Alpha, these chairmen are specifically hired to coordinate this process. Also, they base this on their expertise and knowledge. Therefore, for every theme there is a different chairman which is related to this theme by his or her background or position, in order to facilitate effective decision-making and advanced consulting about the coming steps in the process. Since these chairmen all have a background in a relevant sector or field, they are involved in the decision-making process, which reinforces the density of the network.

"During a meeting it is very important to know what everyone's expertise is, how closely is someone involved in this case? When someone is involved very closely then his information will be taken very seriously because he knows the case" (Probation officer, May 1st, 2012)^{B4}.

"The responsibility within that process, for the whole process, is then, as we call it here allocated to the case chairmen. They bring in something and are made responsible for the correct process. Process monitoring, do you add useful information at the right moments, is the information relevant, are we going to do something with it or not? Those things are more a shared responsibility of the partners, but

especially the chairman is responsible to say eventually, this is what we are going to do. That is why often, the chairmen are, not all of them, not partner bound. But come more from the directing partners.” (Network manager, March 15th, 2012)^{B5}.

“Of course, eventually the chairman is the one who decides well we’re going to do it that way. Also, because very often it is about a justice case, and she fulfills here role from the public prosecution service.” (Probation officer, May 1st, 2012)^{B6}.

Similarly to network Alpha, the task division within the case consultation meetings is based on the tasks and responsibilities of the organizations which are represented in the meetings. Naturally, also some procedures are written down, however these process descriptions were not kept up to date. Moreover, these descriptions were seen as burdens to treat complex cases, since these often ask for a very specific way of organizing and information-sharing. Furthermore, it was argued that the task division between the partners is very clear, because people know each other and each other’s backgrounds and organizations very well.

“The task of the partners or of the representatives of the partners, will be based on the core business of their own organization. If you’re from the mental health institute, then you’ll have a position with a certain profile, and where, from which it will be clear what you can do, and what your expertise is. That’s what you can contribute here.” (Network manager, March 16th, 2012)^{B7}.

“The case consultation meetings are more for the logistics so to speak. And everything that does not fit in there or which is really [...] what doesn’t... Criminality is often not very suitable for any type of structure.” (Chairman care consultation meeting, March 15th, 2012)^{B8}.

“At our Safety House, because it is relatively small, and there are almost always the same people, the task division is very clear, because you have been working with these people for years.” (Probation officer, May 1st, 2012)^{B9}.

Information exchange and regulations

Because of these strong personal relations that partners have among each other, people are confident that the information that they share with another person, will not be misused. Hence, information-sharing is largely employed both within and in-between different case consultation meetings. An important factor here is that many partners are physically represented in the SH and have their own work place there. This facilitates more communication outside of the meetings, since this makes it very simple to walk by someone’s office, just like in a traditional organization. This recreates density in the network’s structure and is beneficial for its operational functioning and effectiveness.

“I have a lot of confidence in that [no misuse of information by partners], yes I really have faith in that. That also has to do with trust. Or, well that’s more or less the same. Or the person that you will give the information to, let’s put it like that.” (Chairman care consultation meeting, March 15th, 2012)^{B10}.

"I think that especially there lies the strength. That we can trust each other that we are in a safe environment [...]. That you take for granted what another one says and that you dare to speak up to someone else." (Probation officer, May 1st, 2012)^{B11}.

"The most important thing is sharing information about the client that is being discussed [...] [during a meeting] everything is being shared. If needed, additional information can be shared outside of the meeting, in order to gain more depth." (Chairman after care meeting, May 1st, 2012)^{B12}.

Because of the good personal relations between the partners, informal norms with respect to information exchange were developed. This can lead to confusion among the partners what can and cannot be shared. In the past, the meetings were not very efficient and everyone wanted to show off with the knowledge and information they possessed about a certain case. However, since the management of the network was disciplined by the authorities for blending different information sources (violation of privacy regulation), this has changed. So also in this network, privacy regulation is an issue.

"When I'm getting my coffee at the machine, I'm standing next to the public prosecutor, and then you start talking. There is soup during the lunch, a few minutes ago people were exchanging important information in the canteen. Then I say to myself well that money is spent properly." (Chairman care consultation meeting, March 15th, 2012)^{B13}.

"Sometimes when I'm being approached [...] I have to think hard whether I can exchange certain information or not. You can notice, that different partners act differently with respect to that [...], there is a kind of own interpretation, or own perception." (Chairman care consultation meeting, March 15th, 2012)^{B14}.

"With respect to the privacy regulations we were obliged to adjust a few things last year. In the youth justice case consultation meeting [...] also matters regarding compulsory education were discussed but we needed to disconnect those two subjects, because the CPB said that we cannot do that. You are mixing different information sources with each other, a care source on the one side and a justice source on the other side." (Network manager, February 2nd, 2012)^{B15}.

Alignment of partners

Moreover, due to the close personal relations there is a large sense of collectivity among the different partners and a pleasant atmosphere for cooperation. Because of these dynamics, partners are prepared to do something extra for each other and have an open attitude. Moreover, the partners do not see each other as competitors that are hunting for the same clients to treat.

"In a Safety House you also have to look over your own fence. Compare it with a hospital, a heart surgeon does not have to have an opinion about, well mention any other specialism. But you will have to find and think something together, that is the strength of this approach." (Chairman care consultation meeting, March 15th, 2012)^{B16}.

"It's also a little bit the atmosphere and the culture that prevail here and the enthusiasm, I think that that is contagious. The chairman of for instance the habitual offenders consultation meeting really gives 200%, and that just is contagious." (Probation officer, May 1st, 2012)^{B17}.

"There is no such thing as a competition model within the Safety House. It is not about stealing each other's clients" (Chairman after care meeting, May 1st, 2012)^{B18}.

With respect to this high level of motivation and commitment it is obvious that it was largely mentioned that the goal of the SH is leading over the individual organization goals. Although from the data that was collected it could be concluded that this was largely facilitated because the goals of the network were in line with the mother organizations of the respondents. In general there was a high support and commitment to the network. One danger of this high level of motivation and commitment was illustrated by a respondent who explained that by the large commitment of the participants to especially help the client in a best possible way, and by the reinforcement of this because of the fear to do something wrong as a group, overconcentration or group think may arise. This means that the problems of a certain case may be overestimated or can be interpreted in the wrong way, leading to a bad judgment about the actual situation. This may be triggered by the culture that arises during the meetings, which is based on high involvement, concern and commitment of the participants and may also be affected by the eager of the partners to show the outside world that their approach does actually work. These phenomena are stimulated by the dense structure of the network, which allows limited control by a central party (e.g. chairmen).

"The prevention of first judiciary contact, that's really our thing. That is what we all want, that's really true. If there is only a hunch about a boy that is slipping, then that is will be checked and investigated, we work really hard for that." (Chairman care consultation meeting, March 15th, 2012)^{B19}.

"[The goal of the Safety House] is of course also a goal for the Probation service, so that fits perfectly. So I am just continuing with my own work here, for that matter, I'm fulfilling my own work here, and besides that I also work for the Safety House of course, but that fits my own activities perfectly" (Probation officer, May 1st, 2012)^{B20}.

"We are also just talking about a case and we are all very committed, the commitment is very high, we don't want to make a bad impression. We do not want that [...] the Safety House was busy with that case but the person killed himself, that is not what we want so that's what we are afraid off." (Chairman care consultation meeting, March 15th, 2012)^{B21}.

This sense of unity and commitment to the network gives the participants an idea of where their contribution can be made in the chain. Although there is great collectivity and an atmosphere for cooperation, the differences between the organizations are still recognized. However, they are handled differently as compared to network Alpha.

"That is what people over here keep telling me. I've changed dramatically since I work here, I know so much more than before I came here. And not so much for my own work, but I know a lot more about where my work belongs, in the world it is located in" (Network manager, March 15th, 2012)^{B22}.

"There is of course a big difference between welfare and justice, there are justiciable partners and social welfare partners. There is of course a difference between these two. [...] they are [...] other types of

persons is not what I want to say, but it is just another approach. The welfare partners maybe have a softer approach as compared to the justice partners. We are maybe a bit harder, yes I think that there is a difference.” (Probation officer, May 1st, 2012)^{B23}.

[About handling tensions with respect to cultural differences between partners about information-sharing] “That is partly done by respecting each other’s opinions and beliefs. And jointly looking for possibilities to share the information up to some extent.” (Chairman after care meeting, May 1st, 2012)^{B24}.

Resources

The budget that is available to this network is € 734,819 and the amount of inhabitants that is served is 254,409. This results in an amount of € 2.89 per capita, which is high in comparison to the other networks. Furthermore, this SH itself has some staff employed which consists of a network manager and administrative staff who for instance prepare the agendas for the different meetings. Furthermore, they have a registration system by which they can make appointments. However, this system is not able to closely monitor the progress of cases or measure recidivism rates. This is done manually. Similarly to network Alpha, an institutional barrier are the budget cuts that the national government is processing in the public sector. Besides that, a reorganization of the health sector causes that partners that are active in that sector do not know what their future will be.

“The PIX-system is a very handy tool, which prevents you from being busy taking notes while the meeting is going on about what things you will have to do for the next meeting, so that’s a nice aid.” (Probation officer, May 1st, 2012)^{B25}.

[The budget cuts] “Are going to play a role. If there are going to be certain things that you cannot do anymore, then you don’t know how those things will develop. You will miss the complete picture then. So that’s why I keep talking to the network partners about, well what do you want to achieve? And maybe there are things that you will have pay for a bit more.” (Network manager, March 15th, 2012)^{B26}.

“Within the youth care services a change of the whole system is about to be implemented. This causes the people active in this sector to wait and see what is going to happen, they all keep their resources to themselves and position themselves.” (Chairman care consultation meeting, March 15th, 2012)^{B27}.

Effectiveness

The operational effectiveness of this network is high; there are good connections between justice and care, there are enough resources (in terms of personnel and finances), there is a possibility to generate management information, and agreements are monitored by a central system. Moreover, the progress of cases is coordinated by experienced chairmen.

The community effectiveness of this network is however evaluated as low, since no concrete actions have been taken to measure the impact of the approach on the recidivism and criminality rates in the region. Although this network is collaborating with network Echo to establish a better monitoring system, this does not give any insight on the results up till the present. Two of the four

community level themes are evaluated as good, one is evaluated as insufficient and the other one is not monitored. The impression about the impact on crime and recidivism rates is moderate. The overall effectiveness of this network was evaluated as moderate, because of the large differences between the operational and community levels.

"Measuring, that's a difficult one. I cannot show you any lists that shows well the plant got this amount of water and it has now grown to become a firm tree or it is wilted and it looks horrible for society." (Chairman care consultation meeting, March 15th, 2012)^{B28}.

"I can catch my sleep pretty well when people that work here tell me that they are proud of what they do here. That is much more important to me than rates and figures. Of course, those are also important, but when the partners are proud of what they do here and they feel good and they can generate even more added value and mention that to me [...] if that is inside the people that work here, then I think well I can go to sleep safely." (Network manager, March 15th, 2012)^{B29}.

[The importance of measuring effectiveness] "Absolutely, that is why we, why you are busy with that and we're also working together with [Name of other SH] to especially from the ICT things, to seek things that help us prove what our results are. What is effectiveness?" (Network manager, March 15th, 2012)^{B30}.

4.2.3. Network Charlie

Structure and operational functioning

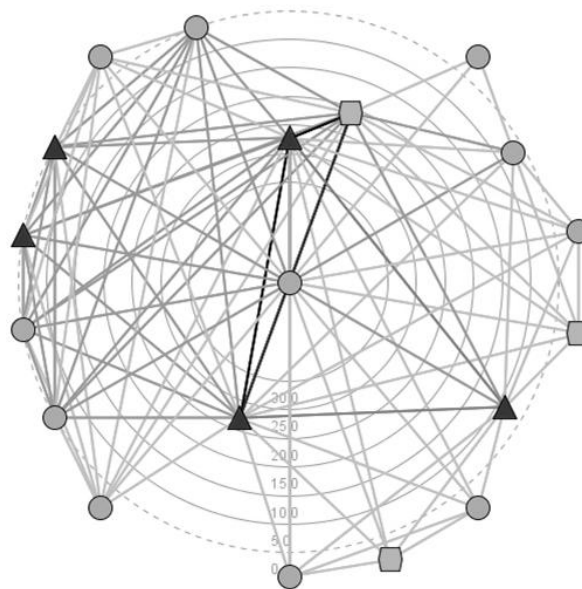


Figure 6: Structure network Charlie

Network Charlie was established in May 2007 and includes 19 participants. What is remarkable about this SH, is that it was established with a very specific focus on a regional problem with young people from an ethnic minority. This focus needed to be broadened as it was seen as stigmatizing. Therefore, the network now focuses on (groups of) risk youth, habitual offenders, honor-related violence, after care ex-detainees, and domestic violence, which are discussed in seven different case

consultation meetings. A mix of different partners from different sectors is involved in almost all meetings. A care agency is present in most of the meetings.

Network Charlie is the smallest network in the sample that was used for this research. The network is centralized around a care agency and has a moderately high clique overlap. Similar as network Alpha, this network uses a rather stable inner core and an outer core that varies. There are relatively little strong connections in the network. These strong connections are predominantly present among the police, public prosecution office, the leading municipality, and the central care agency.

Organizing control and tasks

The network manager is employed by the leading municipality of this SH and has in principle the same role and amount of authority as the network managers from networks Alpha and Bravo. However, this network manager also chairs the case consultation meetings, which creates centralization around him. This gives him some more power to control the actions of the different partners as compared to the network managers in networks Alpha and Bravo.

“As a representative of a certain discipline it’s your duty to indicate what you’re doing and what your possibilities are. I mean he can request me to jump but if that is not in line with my work then I will tell him that, then I will signal that I cannot jump and that he will have to ask someone else.” (Youth probation officer, April 23rd, 2012)^{C1}.

“The network manager is active on the basis of his own professionalism. He can say well fellows I just want no more criminality her in [Name of place], well that’s a goal. When you can achieve that by, by for instance stimulating certain actions, then well, then he can say well guys [...] compulsory education representative I want you to call in that young person now and get on with that case as soon as possible.” (Youth probation officer, April 23rd, 2012)^{C2}.

[About the coordination of action] “The network manager [...] because he is usually also the chairman and delegates to his subordinates. There is always a core team present in the Safety House and cases can be dropped over there.” (Target group coordinator police, March 29th, 2012)^{C3}.

In addition to the control of the manager, the network relies on protocols and process description to manage the collaboration and the process within the case consultation meetings. Although this gives a clear structure and facilitates efficiency, it was mentioned that these formalities also hinder a specific approach, which is often needed with these complex cases. Therefore, these descriptions are more like blueprints for the global process; the interpretation of these processes can be adapted to the needs of the case that is discussed. Because the network manager in his role as chairman also has the responsibility to manage the total process that partners go through when treating a case, this sometimes becomes a little too much. It would therefore be better to have some extra capacity in the form of a process coordinator to manage this.

"It's always on a formal basis, informal is not possible, there is always a formal basis. If someone needs to be placed somewhere, then we have to inform the public prosecutor, does it concern under aged, then of course the crisis teams of the youth care agency will come, we have our entrances there. In the past, that was variable, the approach, but that's more clear now." (Target group coordinator police, March 29th, 2012)^{C4}.

"Of course we have processes regarding after care, how we can manage that, or domestic violence or honor-related violence. General processes descriptions are defined [...] no case is similar to another case. It always needs to be tailored to the specific situation. So it's good to have a blueprint, but that's all you need so to speak. The more you cover with text the less efficient you will be able to work." (Network manager, April 3rd, 2012)^{C5}.

[About the contribution that process coordinators could bring to the network] "Well they can focus much more on content, coordination of the process, the words say it all. That is one of my shortcomings. That is also what I sometimes honestly say." (Network manager, April 3rd, 2012)^{C6}.

The division of tasks within the different meetings is based on the (legal) authorizations and tasks of the mother organizations that the partners represent. This is more or less the same as in networks Alpha and Bravo. All participants can introduce new cases and relevant information is shared.

[About the clarity of the task division] "Well a very clear [idea][...] because you know each other, but also because everyone joins these meetings from their own discipline." (Youth probation officer, April 23rd, 2012)^{C7}.

[About the introduction of new cases] "No it's not always the same party who does that. We look at who is handling the case and that's how we [...] work. They will come to the case consultation meeting." (Social welfare worker, March 29th, 2012)^{C8}.

Information exchange and regulations

As in network Alpha and Bravo, also in this case the privacy regulation has an impact on the information exchange among the partners. However, as network Alpha and Bravo saw these regulations as burdens that prevented the partners from sharing all information they knew, it was noticed that the participants from this network perceived the regulation as an opportunity to share information, especially because they see the possibilities that the covenant that they have established, offers.

"You always find yourself in a grey area with respect to information-sharing. We have a good privacy covenant, because of that we can exchange a lot [...], it should never be the case that people act defensive because of privacy regulations. We need to prevent that at all cost, since that will affect the entire performance [...] there is attention for it and we talk about it, but there is no protocol for sharing information outside of the case consultation meetings." (Network manager, April 3rd, 2012)^{C9}.

Furthermore, apart from the information that is shared within the case meetings, also communication and additional information exchange takes place outside of these organized meetings. This enhances the density of the network, which facilitates that people do not question the integrity of the other partner; they trust that they will not misuse this information. However,

certain respondents indicated, similar to case Alpha, that they do not share all information with the other partners, because of the trust relationship that they have with their clients.

"No there are also very good things being done outside of the official meetings so to speak [...] but that's mostly about the more simple cases." (Network manager, April 3rd, 2012)^{C10}.

"I know that when, imagine that I informally share information about the content of a case then I am sure that that will not be discussed with external people." (Youth probation officer, April 23rd, 2012)^{C11}.

"Well I work of course, when I sit there with the police, I am a social worker. I'm not going to share everything. And I mean, it's just fair. The police should do his job. I am a social worker. I am not going to tell him that I know someone is doing drugs." (Social welfare worker, March 29th, 2012)^{C12}.

Alignment of partners

Moreover, joining the case consultation meetings is for the partners of this SH mostly useful to be able to better achieve their own goals instead of perusing the collective goal of the SH. People see the SH meetings really as an opportunity to share their own complex cases with others in order to hear from the others what a possible good solution would be. In addition, also in this network the differences especially between justice and care were recognized. Justice is seen as a sector with straightforward processes and capabilities, whereas care is seen as a more vague approach with no obligatory tools for treating a client. These differences sometimes led to conflicts among the partners. The centralized structure that is used here reinforces these problems, since partners do not get to know each other very well and rely on the coordination of the network manager.

"I just want to join the meetings because 'a' I think it's interesting and 'b' my threshold with respect to my own work is lowered also. That's what I meant, I just have some really complex cases, so I just find it useful to see and consult these partners every week or two." (Youth probation officer, April 23rd, 2012)^{C13}.

"Well that's what I meant, there are a few disciplines like for instance compulsory education and we that have really clear cut frameworks but there are also disciplines that, that for instance addiction treatment that work on a voluntary basis. And well the police obviously has a very clear vision." (Youth probation officer, April 23rd, 2012)^{C14}.

"I've got stuck in, in that sense that indeed, that I thought that a young person should be treated, and well, then I had a little conflict with someone from addiction treatment and that I reported to the manager of the Safety House. He then called a few disciplines together and said well guys we need to talk with each other because this is going the wrong way." (Youth probation officer, April 23rd, 2012)^{C15}.

Resources

The financial resources that this SH can utilize are € 323,000 and it has to provide its services to 170,000 inhabitants. This results in an amount per capita of € 1.90, which is low in comparison to the other networks in this sample. Like the other networks that were discussed, also this SH has people who work exclusively for this SH, these are a network manager and his administrative staff,

which results in a total of 4.1 FTE. They make use of GCOS, which is an elaborate system for administering and monitoring individual cases. The only problem with resources are in the area of personnel, the network manager would like to have some extra personnel that can fulfill the role of process coordinators. Also, similarly to case Alpha and Bravo, the budget cuts from the national government will have an impact on the functioning of the SH. Although this did not result in the same amount of uncertainty which was found in network Alpha.

"From different studies that were conducted in the country it was concluded that process coordination, that that is very important within a Safety House. So I would be very nice if a few process coordinators would be working here." (Network manager, April 3rd, 2012)^{C16}.

"Cases that are being handled and coordinated from within the Safety House, those are monitored by the use of GCOS. A request is then sent to me or other partners, you get an email in your mailbox with the assignment, or the request." (Target group coordinator police, March 29th, 2012)^{C17}.

"Well for instance the municipality here subsidizes a lot of agencies here, for example social work, those will be cut with an extensive amount. That means that we'll have to... There will be things that we will not be able to do anymore. So referring someone to social work will be harder in the future." (Target group coordinator police, March 29th, 2012)^{C18}.

Effectiveness

The operational effectiveness of this network is evaluated as moderate. In principle, all necessary conditions are there, but the collaboration doesn't seem to go very smoothly. There is a low level of financial resources which are allocated reasonably efficient. However, because of the lack of process coordination the integration of services is not very well and the progress of cases is not monitored very precisely. The alignment of the different partners is therefore also not well secured and information-sharing is not very wide spread.

Community effectiveness was evaluated as moderate, since three of the four themes are evaluated as good, although the impact on the reduction of criminality and recidivism is not monitored. As an alternative this network took the initiative to measure the sense of security among the inhabitants. Although this yielded positive results, longitudinal research is needed to prove that this result can be assigned to the SH. Overall, the effectiveness of this network is moderate.

"And then after being in the process for a while you start seeing that there are more partners related to this case, which remained unknown up till then." (Target group coordinator police, March 29th, 2012)^{C19}.

[About measuring effectiveness] yes that's of course very hard to measure [...] that just remains very difficult. You are talking about people and that's just very hard to measure." (Youth probation officer, April 23rd, 2012)^{C20}.

"What we also did in collaboration with the municipality, let's conduct a survey among the local residents because according to the inhabitants there was a lot of disturbance. And that survey showed

that that was not the case. Just to see what happens when we address those people, what is then experienced?" (Network manager, April 3rd, 2012)^{C21}.

4.2.4. Network Delta

Structure and operational functioning

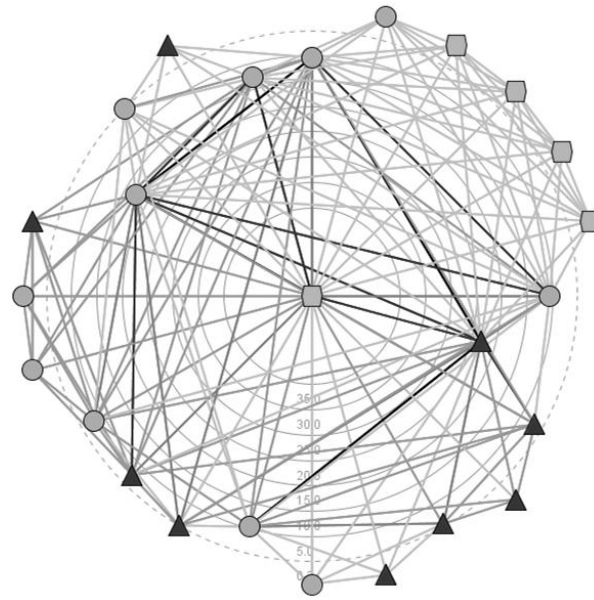


Figure 7: Structure network Delta

This SH was established in November of 2006 and consists of in total 25 partners who join the 11 different case consultation meetings that are organized around different themes (domestic violence, after care ex-detainees, habitual offenders, anti-social behavior, risk youth, prostitution, and homeless people).

Network Delta has a highly centralized structure around a governmental agency (lead municipality). The clique overlap within this network is low, and there are a few stronger connections in the network. These stronger connections mostly revolve around the police, addiction care, the leading municipality, and a social welfare agency, dividing the network into a central core and a varying outer core.

Organizing processes and tasks

The network manager of this SH is employed by the public prosecution office and has a facilitating role. What was noticed here was that the participants actually saw the SH as an organization, although with no real autonomy. This may be facilitated by the centralization of the network, since this way of organizing is common in tradition organizations. This was also recognized by the network manager who emphasized that the SH should only have a facilitating role and must not become an institute. During the interview that the researcher had with this manager, he got a phone

call and the ringtone of his phone appeared to be the tune of the movie Mission Impossible. After that he explained that his role as network manager often seems like an impossible mission, since he has no direct authority over the people that work in the SH.

"Because the typical thing about a Safety House is that it has its own organization, although in fact, it has barely autonomy." (Case director child protection service, April 12th, 2012)^{D1}.

"You mentioned the establishment of the Safety House right, well we try to ensure, because that's what I read and what is sometimes being mentioned, that it's going to institutionalize. And that is what we have to ensure that it will not happen. We're not an institute, we don't make policy, we don't have overhead, we really have to prevent that." (Network manager, April 12th, 2012)^{D2}.

"Sometimes I feel very lonely here, because nobody owns me, I only report to the steering committee. That also gives me a rather easy position for when partners say something I say well you can come to me for that, but I think you should say that to your own organization. [...] sometimes I just think that I can't do it, that it's a mission impossible." (Network manager, April 12th, 2012)^{D3}.

Although the network manager stressed that the SH should not develop into an autonomous organization that makes its own policy, the basic processes within the network are seen as the basis for cooperation and information distribution and collection is organized by a central unit of the SH. This facilitates centralization of information flows and structures, and makes sure that the collaboration between the partners can run efficiently and is less dependent on individuals. However, the network manager emphasized that these formalizations are not yet implemented very well, because there are no independent process coordinators. The task of process coordination is now very often allocated to the chairmen of the different meetings, which sometimes jeopardizes the quality of process management. Moreover, these independent process coordinators should have up to date knowledge about legal issues such as privacy regulation, to help the partners with sharing important information about clients, which is now sometimes problematic since the chairmen of the meetings don't have this knowledge.

"Procedures, for example the process of pieces, process of cases. I think that that process, that is the basic process, that that is well organized and well known by all partners. But we keep looking for improvements." (Network manager, April 12th, 2012)^{D4}.

"They have that coordinating role so to speak. They keep track of the minutes in PIX during the meetings and write everything down. Keeping the minutes and processing information is actually what they do, and distributing the information if necessary. But it would be ideal if we could get access to that system ourselves." (Social worker addiction treatment, April 12th, 2012)^{D5}.

"Sometimes you notice that things don't run ideally yet, because there are changes in personnel from within a certain partner or people just don't have a clear picture of what they may share with respect to privacy regulations. That's also a tricky problem. [...] A process coordinator could manage that. That would be someone who also keeps track of societal developments and should know what kinds of new regulations will be implemented by the government. [...] A chairman of a case consultation meeting should not be bothered with that." (Network manager, April 12th, 2012)^{D6}.

Furthermore, the task division within the case meetings is often equal and only the chairman has a clear mandate to control the process of the collaboration. Moreover, the chairman fulfills a very important position in these meetings, since it is his or her job to create an atmosphere by which the partners get motivated to actively participate, feel involved and show commitment. The chairman is therefore responsible to create density within the case consultation meeting to facilitate these mechanisms.

"Especially the role of the chairman is important actually. [...] it consists actually out of taking the lead and saying well let's begin, and keeping track of the time. Furthermore, if [Name of chairman] is not present then someone else easily takes over this role. In that sense everyone is pretty equal during a meeting. And it [the role of the chairman] is solely to provide some directions and structure the process every now and then." (Social worker addiction treatment, April 12th, 2012)^{D7}.

"But also the way the role [of the chairman] is fulfilled matters I think. I mean, really, concerning about the network and taking partners seriously, by which you feel really involved. That is what she does very much. Always looking at things very positive and proactive, and doing that with a certain amount of enthusiasm is very important. So that's really a competence. That really gives added value, let's put it like that." (Social worker addiction treatment, April 12th, 2012)^{D8}.

"I noticed in my role as chairman that the returns on our investments were pretty low, but the people kept coming. [...] on that level loyalty exists a little bit but not enough to keep people inside for months when they do not benefit from it. Yet those people kept joining the meetings, and later on the situation changed for the better, but it was nice to know that these people have a certain amount of endurance. So is there support? Yes [...], there is even real commitment." (Case director child protection service, April 12th, 2012)^{D9}.

Information exchange and alignment of partners

The behavior of the partners with respect to information-sharing is seen as very open, because the collective goal is experienced as the most important. During the meetings, the partners really assess together what the best solution would be, and what alternatives might there be in case that the approach that is preferred, does not work out.

"The habitual offenders meeting is very open in terms of information exchange, and then there are few objections. Look, there is police involved there, and I am not going to, when I know a client of mine stole something [...], that I think the police is present, I am not going to tell that now. That does not happen. So there is openness." (Social worker addiction treatment, April 12th, 2012)^{D10}.

"If a partners says well I really cannot share this, then he really has to have a good argument I think, in order to be able to say something like that. Because there is this new way of thinking, especially from the welfare side, that the highest importance is the interest and wellbeing of the client. That is the paramount. There is no organization interest, or nation interest. The interest and wellbeing of the client, that's what matters." (Network manager, April 12th, 2012)^{D11}.

"Because there is always attention paid to the possibilities and what are we going to for now and what do we think as a group is the best approach. Look, when there are opportunities for care, then we say

well let's try that and if that does not work then we will look for another way." (Social worker addiction treatment, April 12th, 2012)^{D12}.

Although this sense of unity is obviously there among the different partners, also in this network the inherent differences between welfare and justice and their own organizational goals seem to have some kind of effect on the partnership. Moreover, it was stressed that organizational goals always are the basis for collaboration. Although this is true for most networks, here it was specifically emphasized that this does not have to hinder an effective performance, because these differences can lead to an interesting synergy.

"Well you can bring it down to a more personal level, when for instance jokes are made about things you run into with your work or about certain people. I think that's allowed, and I think that's not allowed in some cases, and then I see people doing that and then I say to myself well I am not going to stand over there." (Case director child protection service, April 12th, 2012)^{D13}.

"Justice has its own culture, I am one of them, I am from the public prosecution office, I know how they think. [...] They are an organization that really formulates a direction and then goes for it. [...] They propagate to be socially involved, and they are, but based on their own expertise; catching criminals. [...] On the other side I think well social work you also have an assignment; providing care and help. And now the question is can these two be united? That remains complicated. Because they are two different worlds, two different blood types, that's difficult, there lies the challenge." (Network manager, April 12th, 2012)^{D14}.

"But the common goal is lubricating oil, more communication, achieving your goals quicker and adding value to your goals that you could never achieve by working alone as an organization. And you do that from your own organization's goals, because I may never let go of my own goals in favor of the police." (Case director child protection service, April 12th, 2012)^{D15}.

Resources

This SH has a total budget of € 570,000 and it serves 205,000 inhabitants, resulting in a resources per capita amount of € 2.78. In comparison to the other networks in this sample, this is high. In addition, the network has a staff of 5.5 FTE which consist of a network manager, three employees that are positioned in the role of information coordinator and a front desk employee. They make use of the GCOS¹⁵ system which allows central management of cases and their progress is automatically monitored and fed back in the next meeting. Although they have provided all necessary conditions to operate effectively, also in this network there is some uncertainty (especially the network manager indicated this) with respect to personnel that will be made available for the collaboration in the coming period, because of the economic crisis and the budget cuts that are to be implemented by the national government.

"I think that they facilitate more than enough, those structures are there. I think they are indispensable." (Case director child protection service, April 12th, 2012)^{D16}.

¹⁵ Generiek Casusoverleg Ondersteunend Systeem (Generic Case consultation meeting Support System).

"We used to have PIX and now GCOS, those systems also make connections automatically. So in that sense those connections are being made." (Case director child protection service, April 12th, 2012)^{D17}.

"They see it as an extra effort, and then I think no, this is not an extra effort, it's part of your job. And that way of thinking is reinforced by their employer who are all looking for their own core business because of the recession." (Network manager, April 12th, 2012)^{D18}.

Effectiveness

The operational effectiveness of this network is evaluated as high; the connection between the two sectors justice and welfare is good, information is therefore being shared openly, and network level goals are seen as more important as compared to organization level goals. Management information is generated, information is collected and distributed by a central unit, and the available systems provide good monitoring possibilities on case level. Moreover, enough financial and personnel resources are available, although there is no independent process coordinator.

Community effectiveness was evaluated as high since two of the four community level themes were evaluated as good, one theme was evaluated as moderate and one is not monitored yet. The impact on the overall criminality and recidivism rates is considered to be good. They are working to improve the measurements of their performance, although tendencies in criminality rates already provided some insights in this. The overall effectiveness was hence evaluated as high.

"Your gut feeling tells you that it is smart to collaborate with different partners in order to align our treatments and action plans [...], but now we have the assignment to prove that it is indeed smart to cooperate. We're busy, and that suits you guys as researchers very well, we have to prove the added value. Well prove that if you can, I wish you guys the best of luck." (Network manager, April 12th, 2012)^{D19}.

4.2.5. Network Echo

Structure and operational functioning

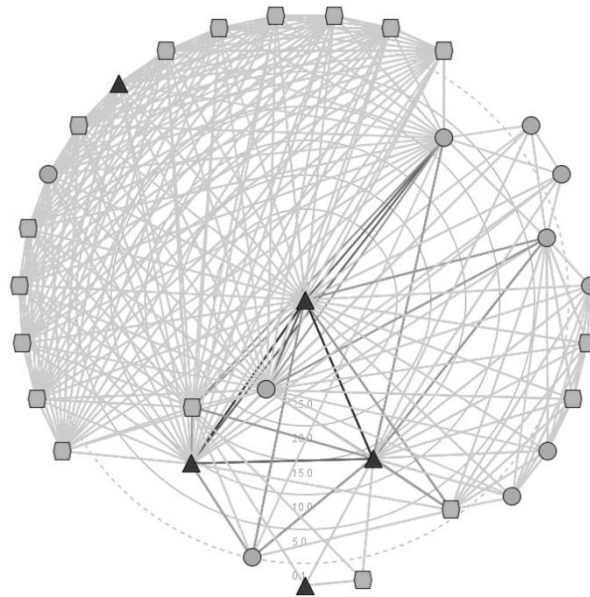


Figure 8: Structure network Echo

This network was established in June 2007 and consists of 32 partners that are active in the different case consultation meetings. Six different meetings are organized by this SH on the main themes youth, habitual offenders, domestic violence, and after care of ex-detainees. What is most remarkable about this network is that it operates as a foundation, which provides autonomy to the network.

Network Echo's structure can be characterized as centralized around a justice organization with a small clique overlap, which indicates an efficient way of organizing. Also, there are just a few stronger connections in this network. These stronger connections are the relations between the police and the probation office, and the police and the public prosecution office. The core of this network can thus be typified as justice-oriented.

Organizing processes and central control

As for the role of the network manager, this does not change very much in comparison to the other networks. The tasks of the network manager are still to provide coordination in order to enable an efficient and effective collaboration between the partner organizations, without really having authority over de people who work in the SH.

"Director because I think we're the only one, well one is actually in that process, we're the only one in het country that are a foundation, we've chosen very deliberately for that five years ago. That means that you have an autonomous position within the foundation. Coordinating, because over a number of

partners I have no operational responsibility, but I do have a coordinating task.” (Network manager, February, 2nd, 2012)^{E1}.

“The foundation is called Administration and Exploitation, so it is solely aimed at facilitation of the network.” (Network manager, February, 2nd, 2012)^{E2}.

Another interesting fact about the way this SH is organized is the processes by which the cases for the meetings are selected. In principle, all cases are introduced by the police, who select cases from the central case registration system that is administered by all relevant partners¹⁶. For this task, the network has three full time equivalents of the police organization at its disposal, which shows that the police organization is really committed to this SH. These employees judge which cases will be discussed during the different meetings and which partners should then be attending these meetings. Hence, these employees need to have enough experience to judge what kind of case is suitable for the multidisciplinary approach of the SH, and must have knowledge about the expertise of all the other partner organizations. Moreover, these employees monitor the progress of these cases. By organizing the flow of information in this way, centralization in the network is created, which enables an efficient way of coordinating and controlling the progress of the different cases.

“But what is really important, is the input by the police. Most of the cases are being introduced and discussed by us. Maybe very rarely that someone from youth care services says I’ve experiences this or that. Maybe they will come to ask us for information about certain cases, but that’s all.” (Filtering police officer 1, March 22nd, 2012)^{E3}.

“We must know that right, we must know up front who can do what. In the course of the eight years that we, it’s not like we’ve been here for two or three months, we’ve been here now for over seven years [...]. We know pretty well, or actually more than pretty well [...], but we know damn well what every organization does. And what every organization can mean for us, [...] the cases.” (Filtering police officer 2, March 22nd, 2012)^{E4}.

“For the youth cases for instance it is important that we keep track of time a little bit. A youth case should be handled very quickly [...] this means that a case should be closed, from the moment that the suspect has made his statement, within the course of one month [...] that means that this process needs to be monitored by us. We keep track of that.” (Filtering police officer 1, March 22nd, 2012)^{E5}.

Within the different case consultation meetings, there is a standard way of working. Protocols and processes have been described for these meetings, and the chairmen guard that these processes are being followed. Moreover, the chairmen also need to actively involve the different participants in order to share information to come to a comprehensive picture of the case that is being discussed. It was mentioned that the GCOS system is also helpful in completing the information for a certain case.

¹⁶ Besides the quotes from the interviews that confirm this process, the annual report of 2011 of this SH also mentions this way of working.

Thus, within the case meetings, density is created by the chairmen in order to stimulate active involvement of the different participants.

"In the Safety House, in the aftercare meeting and habitual offenders meeting there is a standard protocol. That [the information] is delivered in a certain way and one is expected to react to that in a certain way." (Probation officer, March 22nd, 2012)^{E6}.

"I think it is the task of a chairman to keep people motivated and to make sure they take their responsibility. And every once in a while you will have to address people when that weakens." (Chairman aftercare meeting, March 22nd, 2012)^{E7}.

"It's the responsibility of the people that join the meeting to complete the information about a case. [...] So ownership of the case by the partners and the new system GCOS can also be a helping hand in that process." (Chairman aftercare meeting, March 22nd, 2012)^{E8}.

Information exchange and regulations

Although the central case registration system GCOS is seen as a very useful tool for monitoring the progress of a case and sharing relevant information as input for the case consultation meetings, there is also a downside to this system. One respondent indicated that when information about a client is entered in GCOS, it is visible to everyone who uses the system and it can be seen who entered the information into the system. Therefore, this respondent, who works directly with clients, does not enter all the information that he has into the system, because often this information is subject to privacy regulations and retrieved because of the relationship of trust he has with his client. Again, like in other cases, especially social welfare workers struggle with this dilemma. However, deliberately not sharing information because there is a lack of unity or common goal is not the case here. On the contrary, the common goal of the network is seen as more important than the individual organizational goals. This is facilitated by the centralized structure of the network, which makes it possible for participants to see the network as an autonomous entity rather than just a platform for cooperation.

"As a social worker you will be very careful with what you share, because this can be seen nation-wide. [...] What do I share about which client? Because it can always be traced back to me. That does not always has to be bad, but one becomes more careful about what do I share and what not. [...] That is not to hold things back from others, but you don't have to. It's not in the interest of the client to just put it all on the table. That's the essence I guess." (Probation officer, March 22nd, 2012)^{E9}.

"Consciously not sharing information, no as far as I know that does not happen. Look, the only information that is not being shared is about the reason of the crime so to speak. So why did someone got detained? That's a rule." (Chairman aftercare meeting, March 22nd, 2012)^{E10}.

"You always have to deal with different personalities, different organizations, different goals too. So it's a bit of a puzzle right, and you have to make sure that it works. And if you have people that, independently from whatever organization they represent and you have people that are willing to look

for compromises and a common goal, than you will succeed.” (Chairman aftercare meeting, March 22nd, 2012)^{E11}.

Alignment of partners

Although the network goals are always leading, it is recognized that most of the partners join the meetings also to bring added value to their own organization. However, partners have to develop understanding and respect for this, since this incentive results in different viewing points while assessing a certain case, which is responsible for the added value of this collaboration. In order to achieve this, communication is very important, which implies that a certain level of density among the actors is necessary in order to facilitate this.

[About a situation in which the goals of an organization and the SH do not match] “Then a compromise is sought in the sense that the goals of the Safety House can still be achieved [...] those are leading in such situations.” (Chairman aftercare meeting, March 22nd, 2012)^{E12}.

“When you’re at a case meeting, you analyze a case through the eyes of your own organization. You look at the case with your own eyes. That is also the understanding that you have developed for each other over the years. That a partner can look with different eyes at a case than you do [...] Well and if you can match that, so care, and the repressive sector, than you stand for the same thing. Ultimately, we want the same thing.” (Filtering police officer 2, March 22nd, 2012)^{E13}.

“If you don’t talk about it, it will not match. But if you talk about it then it can match very well [...] if you don’t talk about it then you have two separate things, but when you talk about it and you cooperate, then there is a symbiosis. Then you have that little piece here, then there’s an overlap and that is the added value [...] the one can influence the other there.” (Probation officer, March 22nd, 2012)^{E14}.

These differences have to do with the diverse backgrounds of the organizations that are involved in the SH. Especially between justice and care there are big differences in the way these agencies operate. Justice organizations rely heavily on processes and protocols that are often determined by law, whereas welfare organizations can be more flexible. However, because of the open culture that manifests itself in this network, partners can address each other and communicate outside of the case consultation meetings, which helps solving the problems that are related to these differences. This also constructs density in the network.

“Yes there are clear hierarchical structures, especially in the justice chain, and in welfare we can be very flexible.” (Network manager, February 2nd, 2012)^{E15}.

“Look I do not know all the emphases of for instance the police, but I will find them out by collaborating with them. When issues arise, plus the openness that’s here and the short connections. I must say working here is very enjoyable. And then you just walk by each other and have a conversation about it.” (Chairman aftercare meeting, March 22nd, 2012)^{E16}.

“It’s very important if you, if for instance a diagnosis for a client is known, which can be three years old, then it’s not usable anymore on paper, because it may not be older than three years. But it does tell us something. So when I say something about that to a social worker, there’s a diagnosis and this is what is

going on, but three years ago, probably, a lot of things will still be the same. But I'm not going to write that on paper because it's three years old, while a worker or colleague then known ok I can take that into account." (Probation officer, March 22nd, 2012)^{E17}.

Finally, partners are willing to do something extra for each other and try to find joint solutions for issues in the collaboration.

"I think there's a willingness among the partners to come closer to each other, about what is needed." (Chairman aftercare meeting, March 22nd, 2012)^{E18}.

"Because I notice that they are here for the common goal and not only for the interest of their own organization, because they are very open and accessible. Also outside of the case consultation meetings. They are always prepared to think along with you. This gives a wealth of useful information and also, they are prepared to do something extra." (Chairman aftercare meeting, March 22nd, 2012)^{E19}.

Resources

The financial resources that are available to this SH are € 722,149. The network has to provide its services to 310,000 inhabitants. This results in an amount of € 2.33 per capita, which is high in comparison to the other networks that were included in the sample for the present study. Moreover, the network has a network manager employed, some administrative staff and makes use of a central case coordination by the use of the policemen that are active as filter employees. The SH makes use of the GCOS system in order to monitor and administer the progress in cases. Although the budget cuts that will be taken by the national government will also affect this SH, few signs were noticed that these measures had an impact on the current functioning of the SH.

"Budget cuts are never good for this type of organization [...] we will go back to basics, back to where we started." (Filtering police officer 2, March 22nd, 2012)^{E20}.

Effectiveness

The operational effectiveness of this network is high; the connection between the two sectors is good, the way of working and collaboration are good and the central case coordination enables efficient operations. Resources are high, and a good monitoring and registration system is in use.

The community effectiveness of this network is also believed to be high, since the results on the four themes are two good and two just started to monitor. However, impact on criminality and recidivism is strong, proven by reporting tendencies on the different themes. It is found difficult (like in all SHs) to prove the causal relation between the approach of the SH and the decrease in recidivism and criminality, therefore a criminologist is hired to investigate how to improve the measurements for their performance. Hence, the overall effectiveness was evaluated as high.

"I wouldn't change a lot at the moment, it runs smoothly. In my opinion things are running smooth." (Chairman aftercare meeting, March 22nd, 2012)^{E21}.

"Well we generate quite a lot of information already, but we keep generating even more. I also have hired a criminologist for two days a week who is setting up the methodology all over again." (Network manager, February 2nd, 2012)^{E22}.

"Well the figures from last year's annual report were extremely positive. We have a low score on recidivism. So I think in principle we have a good influence on that." (Chairman aftercare meeting, March 22nd, 2012)^{E23}.

4.2.6. Network Foxtrot

Structure and operational functioning

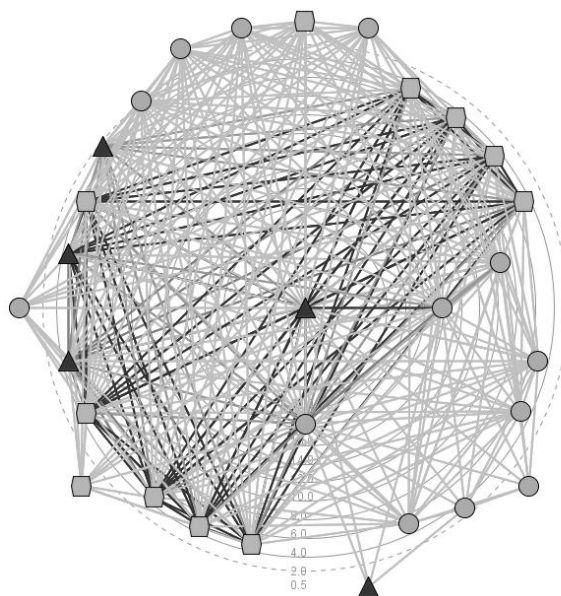


Figure 9: Structure network Foxtrot

Network Foxtrot was established in December 2009 and consists of 29 partners that join the different case consultation meetings that are organized around the central themes risk youth, aftercare ex-detainees, domestic violence, habitual offenders and loverboys. Eight different meetings are used to discuss the cases that are related to these themes. The police are involved in every meeting.

The structure of this SH can be labeled as densely connected with a moderately large clique overlap. There are many strong connections that can be identified in this SH, which reinforce the density of the structure. Especially the nine municipalities play an important role here, since they are all strongly connected to each other. Furthermore, the police, public prosecution office and the probation office are connected by strong relations (also with the municipalities). Although there is a most central actor, the centralization of this network is very low in comparison to the other networks in this sample.

Instable management

What was most remarkable about this case was the way it was managed. As where other cases all made use of a full time network manager to control the day to day operations within the SH, this network (because of its limited resources) made use of three representatives from the core partners to execute this task. However, due to recent developments there is only one left. One core partner is retreating from the SH and the other representative got ill and the back office of that person did not provide someone else to permanently take of these tasks. Therefore, one network manager, who spends about 40% of his total job on managing this SH, is in charge. Since this situation deviates heavily from the other networks that are in the sample for this study, and because there is a retreating movement of a core partner, this network was evaluated as instable, which means that the results should be interpreted very carefully when being compared to the other networks.

“For the governance form here we’ve chosen for a representative from the police, one from the municipality and one from the public prosecution office. That triumvirate should lead the Safety House [...] that’s the daily management of the Safety House” (Network manager, April 2nd, 2012)^{F1}.

“The public prosecution office has withdrawn a bit [...] [the representative from the municipality] became ill in August of last year, and the only one that was left was me. [...] At a certain time the workload became pretty heavy for me, because I only work for about half of my time for this Safety House and I also have other things to do. So operationally speaking there are some things that take a bit more time now.” (Network manager, April 2nd, 2012)^{F2}.

Organizing cooperation

During the case consultation meetings, the partners have an equal role and task. Everyone is involved in the decision-making about the best solution for a certain case. They heavily rely on democratic principles when coming to an agreement, which creates density within the meeting and the network. Ultimately, when the partners do not come to a joint agreement, the chairman is responsible to make a decision that is usually based on the opinion of the majority. Although there is no real task division or hierarchy experienced during these meetings, the different roles and tasks of the partners per meeting are described in the covenant.

“I think it’s really open, it is really a very open meeting. There is no competition, or macho behavior, absolutely not. We just simply look very good at a case and discuss what is necessary for that family.” (Police officer, April 2nd, 2012)^{F3}.

“The chairman ultimately has to decide, this is how we’re going to do it, because the majority thinks so.” (Chairman habitual offenders meeting, April 25th, 2012)^{F4}.

“We have clearly described everyone’s roles and tasks in the covenant and privacy agreements that we established at the beginning of this Safety House. About the goals of the different chambers, in there it is described what roles and tasks everyone has [...] and who are the participants per meeting.” (Chairman habitual offenders meeting, April 25th, 2012)^{F5}.

Although the way of working that is used within this SH has been described and recorded, very often they deviate from these standards to be able to provide the best solution for a certain case. Moreover, they deal flexibly with regulations and operate more on the basis of routines that are developed than actually following the exact procedures.

"This is actually the structure by which we operate. Very often we deviate from that structure, because many things were already taken care of. But this is the basic structure from which we work." (Chairman habitual offenders meeting, April 25th, 2012)^{F6}.

"We sometimes apply article five, do you know article five? See it through the fingers, that's article five I sometimes say. For that situation we then say, well for this situation, the law is the law, but we're going to do it differently for now." (Chairman habitual offenders meeting, April 25th, 2012)^{F7}.

Yes of course we work according to certain procedures. The way that cases are introduced here. Those are not always described but always go by the same way." (Police officer, April 2nd, 2012)^{F8}.

Alignment of partners

However, sometimes the procedures are leading over a better quality of the actions, which can lead to discussion or conflicts. This especially happens among different welfare organizations, since these processes are not always very clear cut, as they are with justice organizations. Moreover, especially these welfare organizations have trouble with thinking outside of their own perspective and goals, in order to stimulate the collective goal.

"There are discussions sometimes about that, but that's because in the past we made some general agreements about when a case includes criminal law then victim support gets to do the care for this client. And when there is no criminal law then the case goes to contact point for special care. That's a very odd choice that has been made in the past, because especially contact point for special care is very capable and can refer to a much more broad range of agencies." (Police officer, April 2nd, 2012)^{F9}.

[About youth care] "Because here they can, let's put it differently, from within the police they are already being updated every now and then by the youth coordinators and because of the notifications that they receive. But over here they can use a very broad network to get information that they can use for their own interest." (Police officer, April 2nd, 2012)^{F10}.

The police does find the collective goal very important and therefore conducts additional efforts to align the approaches of the partners, also outside of the case consultation meetings. However, this is also based on self-interest or their own organizational goals. Overall, for this network self-interest is actually the most important argument to join the case consultation meetings, which results in a rather static cooperation.

[Regarding that the police is very autonomous] "I can call everyone right. Do you understand what I'm saying, I predominantly have an interest in aligning everyone in order to prevent recidivism. And for that goal, those welfare organizations are very important, but I can also use justice means. While a social worker, what I just said. A mental health agency says well I am responsible for the mom and for that you need the youth care agency. Then I try to massage that person with certain arguments, and if that doesn't work then I will call youth care." (Police officer, April 2nd, 2012)^{F11}.

"Everyone defends their own fortress. That is how it should be. But within that defense sometimes a whole needs to be created, and the size of that whole can vary up to a large extent sometimes [...] sometimes we really have to break those doors down." (Chairman habitual offenders meeting, April 25th, 2012)^{F12}.

Information exchange

This static approach is also noticed when it comes to information-sharing within the case consultation meetings; the chairman is really necessary to stimulate partners to exchange information and take actions. Some improvements were noticed, because organizations are starting to see the added value of the cooperation for their own organization. Hence, the chairman creates density among the partners during the meetings to stimulate active participation and information exchange.

"We don't need to know the exact content of the treatment, absolutely not. That is not interesting to me. I just want to know who is being treated. But that's already a difficult question for them to answer." (Police officer, April 2nd, 2012)^{F13}.

"The pressure rises. If he does that than you cannot stay behind is what I often mention. Come on, what do you have for us?" (Chairman habitual offenders meeting, April 25th, 2012)^{F14}.

A: "But that is the trust that you will have to provide to someone [...] that's important in order to get that worker to give the information and let him think that this will come in safe hands. [...] we're very cohesive. That took us a while. Especially the exchange between justice, police, and care. Because the care agencies had the impression that they were betraying their clients and justice always had the attitude that care did not want to provide any information. So that conflicted. [...] but now things are mixed up and there are no signs of that old fear anymore"

Q: "And how did that change do you think?"

A: "I think because of the fact that care now sees that they can achieve more when they can operate via the compulsory frameworks of justice [...] so I need that public prosecutor, he's not my enemy, but ultimately also wants the best solution for the client." (Chairman habitual offenders meeting, April 25th, 2012)^{F15}.

Resources

The SH can make use of € 170,333 and serves 217,242 inhabitants, resulting in a resources per capita amount of € 0.78. In comparison to the other networks in the sample for this study, this is low. The network has two people employed as information coordinators and all other positions are paid by the mother organizations of the representatives and network manager. They make use of a registration system which is especially administered by the information coordinators in order to give input to the case meetings. These low resources do not jeopardize the performance of the network, although it was mentioned that there is a certain limit with respect to the amount of resources that is necessary to operate effectively.

"There are two people in this entire Safety House, the people at the front desk that also handle the coordination of information here, those are the only people that are being paid by the Safety House." (Network manager, April 2nd, 2012)^{F16}.

A: "I don't say that you can organize everything away, that's not what I'm saying."

Q: "No, there must be a certain threshold in my opinion?"

A: "Precisely. [...] but until the present we can still manage" [with this budget] (Chairman habitual offenders meeting, April 25th, 2012)^{F17}.

Effectiveness

The operational effectiveness of this network was evaluated as moderate; not all basic conditions have been fulfilled in order to operate effectively. Especially resources are low in comparison to the other networks, which gives limitations to the possibilities of this network. The approaches of justice and care do not seem to match very well, although this is improving somehow. Monitoring of agreements and progress is mostly done by the chairmen and management information is generated up to a limited extent. Furthermore, there is some uncertainty about what the future will bring for this network, since there is a possibility that they will have to merge with another SH because of the national policy to reduce the amount of SHs.

With respect to the community level of effectiveness, one theme was evaluated as good, one as moderate, one as insufficient and one is not yet monitored. Although this network was one of the few who hired an external research organization to evaluate its effectiveness, these results have to be compared over a longer period of time in order to determine the effect of the SH. Moreover, the report relied on a more qualitative approach. Therefore, the community effectiveness of this network was evaluated as moderate. The overall effectiveness of this network is moderate.

"It has started in April 2010 here, officially 2009 because we had to collect the subsidy that was provided by the national government [...] and now we are fully operational, and we say well I am a quartermaster. What am I doing here, that's, it has to develop sometime. Well we're going to do that in 2013, and well you will have heard something about it, you mentioned it just now, other cash flows, bigger regions, so in 2013 we will face the challenge of in what way will we continue?" (Network manager, April 2nd, 2012)^{F18}.

"That monitoring, we have so much work to do that the focus is, how will I say that, is more on the front end of the process, although it should also be more allocated to the center and the long term process. We actually only have an idea about the progress of a case when things go wrong." (Police officer, April 2nd, 2012)^{F19}.

"Well we did have an effect measurement, a reference measurement in 2010 and a first actual measurement in 2011. And those measurements showed that we are effective on a certain amount of cases." (Network manager, April 2nd, 2012)^{F20}.

4.2.7. Network Golf

Structure and operational functioning

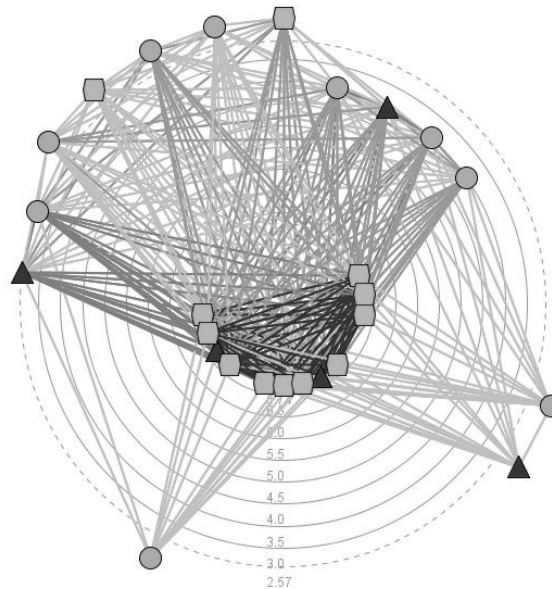


Figure 10: Structure network Golf

This SH was established in March of 2005 and is therefore the oldest case in the sample of this research. 26 partners from justice, welfare and government join the 5 different case consultation meetings¹⁷, which are organized around the themes of youth, habitual offenders, domestic violence and problematic families.

Network Golf's structure can be considered as densely connected with a high clique overlap. There are many strong relations among the different actors, reinforcing the network's density. These stronger ties are predominantly present among the ten different municipalities that participate in this SH, together with the police and the public prosecution office.

Instability of partners

Also this network was evaluated as unstable because a few partners, including one of the core partners of the network, which is the public prosecution office, are retreating from the network or at least not as active as they used to be. This has to do with a new type of consultation meeting that is organized outside of the context of the SH and is predominantly focused on justice cases¹⁸. Because of this, the organization had to make a decision between staying active in the SH or the other meetings since they do not have the capacity in times of budget cuts to stay active in both

¹⁷ Unfortunately, it was not possible to gather data on all the meetings that are organized within this SH. Because this data was extracted from the annual plan for 2012 of this SH it cannot be guaranteed that this data is as accurate as the network analytical data from the other networks, which was most of the times constructed especially for this research.

¹⁸ <http://www.om.nl/onderwerpen/zsm>

meetings. They decided to focus on the meetings outside of the SH, because these are more related to their core business. Also, the network manager, who is employed by the lead municipality of this SH, has changed some positions with respect to the chairmen in the different meetings, and is planning to start a rather radical reorganization, which causes uncertainty among the participants. Therefore, also the findings from this case have to be interpreted and compared to the other networks with great care, since this network deviates heavily from the other networks in the sample for this research.

"No doubt you've heard the term ZSM, well that started in April 2011 and has had great consequences for the operations of the Safety Houses. There have been many people retreated from the Safety Houses by their organization in order to join these ZSM meetings, and nobody else replaced them here." (Police officer, April 17th, 2012)^{G1}.

"Well this Safety House exists for quite a while now. That caused some routines to emerge [...] and then the roles and tasks are pretty clear. Only the question is whether I am happy with those roles. The public prosecution office for instance was always the chairman of the justice consultation meeting, well that is something I am not ok with. So, I am changing things over there. And when you start changing things, that means that matters become somewhat more unclear for people with respect to the different roles." (Network manager, April 16th, 2012)^{G2}.

"There is about to change a lot, I don't know whether you've heard from this, but the whole structure of the Safety House is changing already. Maybe you talked about that with the network manager yesterday. So I find that really exciting. I just don't have a clear view yet on what's going to change, so I find it difficult now to say something concrete about that." (Chairman Justice meeting, April 17th, 2012)^{G3}.

Organizing change in positions and processes

One of the reasons for these changes that the network manager is implementing is that he thinks that people relied too much on processes instead of the actual cases. However, it was indicated that in the beginning of the collaboration, the approach was practice-based. Only later, process descriptions were recorded. These processes and protocols are leading for the structure during the case consultation meetings.

"For me the emphasis is more on a good cooperation, so not really on, look when someone follows the protocol exactly, that appeals less to me then, I prefer that people think along creatively about working with a focus on the result than follow the protocol." (Network manager, April 16th, 2012)^{G4}.

"We really started based on practice here [...] and along the way of course you need some process descriptions, but there were also hired external organizations to describe these." (Chairman Justice meeting, April 17th, 2012)^{G5}.

"For the different case consultation meetings there are process descriptions which mention what is expected from each partner." (Chairman Justice meeting, April 17th, 2012)^{G6}.

These changes in the positions and structure of the network affect the functioning. It was mentioned that because of the change in the person that chairs the different meetings, the meeting itself

progresses differently as compared to before this change. This is mostly caused by the fact that the new chairman, which is often the network manager, does not have the knowledge as the former chairman. This results in a meeting that progresses more slowly, since the new chairman cannot advise the partners as adequately as the former one. This might be necessary because there are certain parties that have a larger interest during the discussion of a certain case, and have to agree before the meeting can progress to the next subject. This enfold that these parties join these meetings in order to benefit for their own organization and that roles and tasks within these meetings are related to these interests. Further, this new approach with the network manager acting as chairman creates centralization around himself, which can help him to coordinate information among different meetings, and it simultaneously increases the density within the meetings, since partners have to agree with each other and cannot be advised content-wise by the chairman, so they will have to interact more with each other to achieve this.

"The chairman used to be the public prosecutor, lately that is changing a bit. So either the network manager does that or very rarely someone from the police chairs the meeting because the representative from the public prosecution office does not always has time. And well, I think that's a loss. In the sense that usually when there's someone from the public prosecution office that makes the meeting a lot more efficient than without someone from the public prosecution office." (Probation officer, April 16th, 2012)^{G7}.

"There are many people sitting at the table, that all have an opinion, but who do not all have an interest. Look, the probation office has an interest for his client, justice has an interest but I as police have certainly an interest. The municipality has far less interest." (Police officer, April 17th, 2012)^{G8}.

Alignment and information exchange

These differences in interests have to do with the background of the different organizations that are active in the SH. These differences are also responsible for the information-sharing behavior within the network, which is not very open and based on achieving the goals that are relevant for their own organization or sector. Hence, for the domestic violence meeting the justice meeting has been split up from the care meeting about this subject. The chairman of the care meeting then forwards this information to the justice meeting, acting as a linking pin in order to facilitate a more efficient process, which is also more centralized.

"And indeed every now and then it's somewhat more difficult to come to a decision because [...] there are of course tensions between police and social services, right. The police has other interests and that's indeed the protection of society, the shopkeepers, and we think we can also protect the citizens, the shopkeepers, and society but with, with improving the situation of the individual." (Probation officer, April 16th, 2012)^{G9}.

Q: "So you indicate that you do not share all the information that..."

A: "The information that is necessary to get the agreements that we [the probation agency] want to make." (Probation officer, April 16th, 2012)^{G10}.

"We organize a care consultation meeting on domestic violence on Monday morning. Everything that has happened the week before in [name of place] with regard to that theme is then discussed. And in the afternoon we have a justice consultation meeting where we extract the justice cases and also have the information from the care meeting. That's really efficient." (Chairman Justice meeting, April 17th, 2012)^{G11}.

Of course, the privacy regulations also here have an effect on the information-sharing between justice and care, but because the partners have been involved with each other for quite a while now, they have formed a dense web of relations which they utilize to respect each other's viewing points and create a good alignment between justice and care. The common goal of the SH is often used to achieve this unity.

"But indeed psychiatric diagnoses and those things. We don't share everything we know about anybody during the consultation meeting, also because that's just not allowed." (Probation officer, April 16th, 2012)^{G12}.

"Well a strong point is that we really got a lot closer through the years and we found each other even better as partners. I think we have a really good alignment between justice and the municipality, and with municipality I also mean all the welfare organizations, just to be clear." (Chairman Justice meeting, April 17th, 2012)^{G13}.

"You're in a meeting with each other to align the approaches. That's the whole point of having such a case consultation meeting, that partners are not all doing their own thing. It's meant to develop a shared solution for a shared problem. That means that we have to align our approaches with each other." (Network manager, April 16th, 2012)^{G14}.

Because this sense of unity that is present in the network, the behavior of the persons involved in the case consultation meetings can affect each other. It was mentioned that the retreating movements of some partners were experienced as not really motivating for those who are left behind and can possibly cause that more partners will eventually withdraw from the network. Also it was found that participants felt that they would have to keep a closer eye on their clients, because during the meeting they are expected to have an opinion about the status of the case. Therefore, they are stimulated to reflect on their own work because they do not want to let the group down. In order to align the visions and address the different partners independently, a process coordinator is available to the network who monitors, by the use of the registration system, the progress and guards the agreements that were made. This process coordinator centralizes the coordination of cases, which provides better opportunities for monitoring and control.

"It has an effect on me when I notice that certain partners do not take the meetings very seriously anymore. When I see the withdrawal from the public prosecution office, the officer that has already been taken out because they have problems with their own work and then they also choose to remove the secretary because they have problems with their own work, [...] that doesn't feel very inviting, that doesn't challenge me. Does the meeting have such low added value then to them? And then you look around and next week someone from the probation office says guys I'll have to leave earlier today [...]"

And it works when everyone holds on to each other and when everyone does that.” (Police officer, April 17th, 2012)^{G15}.

“And because of the JCV meeting [...] you’re being forced to determine your position, because you’ll have to have an opinion in the meeting. And that also means, that you sort of reflect on your own work and on the work of your colleague.” (Probation officer, April 16th, 2012)^{G16}.

“She [the process coordinator] guards that in the one meeting this agreement is made and in the other meeting something different. And with the new GCOS system that is easy to see, when someone is already discussed in another meeting. So you can act to that pretty quickly [...] she also monitors the execution a little, are all partners doing what they have to do?” (Network manager April 16th, 2012)^{G17}.

Resources

The resources that are available to this network are low. The total budget of this SH is € 1,000,000 and it has to serve 1,200,000 inhabitants, which results in an amount of € 0.83 resources per capita. Furthermore the network has employed a network manager, administrative staff and a process coordinator. The registration system GCOS makes sure that cases are registered per person and enables monitoring of agreements and progress of cases. Also in this network, the budget cuts that are implemented by the national government have an effect on the functioning of the network since certain partners are starting to withdraw from the case consultation meetings because of capacity issues.

“It bothers me that this is of course a time of gigantic budget cuts, among the municipalities you’re also starting to see an enormous withdrawal in various approaches and possibilities so that really compromises your action plans.” (Chairman Justice meeting, April 17th, 2012)^{G18}.

Effectiveness

Based on the preliminary interview with the network manager and the insights from the in-depth interviews, it can be concluded that the connection between the sectors justice and welfare is reasonable. The approaches are aligned and necessary information is being shared, but this has to be secured by means of the consultation meetings and the process coordinator. This process coordinator also monitors and coordinates agreements and the progress of cases, with assistance from the registration system. The network manager collects management information from different partner organizations, although they are working on methods to generate this information themselves. The financial resources in this network are low and especially the budget cuts implemented by the national government have negative consequences for the number of personnel that is active in this SH. The operational effectiveness of this SH is hence evaluated as moderate.

With regard to the results that are achieved on the four national themes, two themes can be evaluated as good, one as moderate, and one is not monitored yet. In general, there is a tendency that criminality rates are going down. It is believed that the Safety House adds a positive

contribution to this, although it is emphasized that this is very hard to determine. In 2010 they have implemented a recidivism monitor, but it takes more years to really show what the impact of the SH on the recidivism rates is. For now, the community effectiveness of this network is evaluated as moderate. The overall effectiveness of this network is moderate.

"We're working on the fact that we want to monitor more things. We want to keep a closer eye on our progression. To see if we do what we've agreed on." (Network manager, April 16th, 2012)^{G19}.

"There are a couple of things we can prove. When it comes to recurrent behavior, that is not possible yet. We just conducted a reference measurement by comparing 2011 with 2010 and we will only be able to tell something about the patterns that we see, does it get better or worse, if we continue this for a few years." (Network manager, April 16th, 2012)^{G20}.

5. Discussion

5.1. Cross-Case Analysis

Following the thick descriptions that were used to become familiar with each separate case and which were purely based on the empirical findings in the within-case analysis, the analysis of the data in this chapter becomes more theory driven, in order to find the possible theoretical contribution that is present in the data (Mantere, Schildt & Sillince, 2012). As Eisenhardt (1989) has pointed out, human beings are poor processors of large amounts of information, and therefore need tools and systems to overcome their biases. Hence, in order to be able to make a good comparison between the different cases, these were grouped in accordance to their type of integration and level of resources (see table 6), as this is in accordance with the main focus of this study (Eisenhardt, 1989).

Table 6: Case grouping

Type of Integration	Resource Munificence	
	Low	High
Density-based	Foxtrot Golf	Bravo
Centralized	Alpha Charlie	Delta Echo

The aggregate dimensions (i.e. the mechanisms that underlie the relation between network structure, resource munificence, and network effectiveness) that were found in the data will be used as the content on which the different cases will be compared. Since these dimensions were found in every network, the analysis will predominantly focus on the underlying concepts which can provide nuances between the networks on these aggregate dimensions (see figure 2: Final Data Structure). Hence, the different groups of cases will be compared to each other on a more abstract level than was used in the within-case analysis, in order to clarify the wider implications of the observations.

In the next section, first the within-group similarities based on the type of integration will be discussed, since this is the independent variable in this research, Second, the moderating variable resource munificence will be used to analyze the differences within each group. Third, the intergroup differences will be discussed. These will predominantly be based on the differences in type of integration, although the differences in resource munificence will also here be used to analyze the data from another perspective (Eisenhardt, 1989). Finally, the consequences of these differences for network effectiveness will be explained.

5.1.1. Centralized Networks

Within-group similarities

In these cases it was found that information-sharing among partners during a case consultation meeting was rather difficult for various reasons. Sometimes, the regulations regarding privacy of personal information were mentioned as a reason for the difficulties that were experienced with the exchange of information, or that certain information cannot be shared for ethical reasons, or is just not very relevant to share with other partners. In other instances the argument of not wanting to fulfill the task of another organization by providing them with useful information was used. Because of this lack of proactivity when it comes to exchanging information, the chairman of the meeting has to stimulate this actively by creating an atmosphere which is inviting for partners to share their knowledge.

"As a social worker you will be very careful with what you share, because this can be seen nation-wide. What do I share about which client? Because it can always be traced back to me. That does not always has to be bad, but one becomes more careful about what do I share and what not [...] That is not to hold things back from others, but you don't have to. It's not in the interest of the client to just put it all on the table. That's the essence I guess." (Probation officer network Echo, March 22nd, 2012)^{E9}.

"Well I work of course, when I sit there with the police, I am a social worker. I'm not going to share everything. And I mean, it's just fair. The police should do his job. I am a social worker. I am not going to tell him that I know someone is doing drugs." (Social welfare worker network Charlie, March 29th, 2012)^{C12}.

"But also the way the role [of the chairman] is fulfilled matters I think. I mean, really, concerning about the network and taking partners seriously, by which you feel really involved. That is what she does very much. Always looking at things very positive and proactive, and doing that with a certain amount of enthusiasm is very important. So that's really a competence. That really gives added value, let's put it like that." (Social worker addiction treatment network Delta, April 12th, 2012)^{D8}.

Because communication among the partners is not very frequent, they have a lack of knowledge about each other and each other's organizations, tasks, and possibilities. This creates a low sense of trust among the participants that join the different case consultation meetings. However, sometimes there is communication and information exchange outside of the meetings. This indicates that there are certain partners that have faith in each other and work closely together, but that this sense of trust does not count for all partners that join the case meetings.

"Look I do not know all the emphases of for instance the police, but I will find them out by collaborating with them. When issues arise, plus the openness that's here and the short connections. I must say working here is very enjoyable. And then you just walk by each other and have a conversation about it." (Chairman aftercare meeting network Echo, March 22nd, 2012)^{E16}.

Within these networks, it became clear that there was a low level of cohesion among the network partners. People are not really aware of the fact that they together form a chain in a larger process

which exceeds their own organizations. Hence, it was found that participating in the network was mostly based on gaining better possibilities to achieve the individual organizational goals. However, the chairmen in the different meetings handled this by creating a stimulating atmosphere to cooperate and by emphasizing the collective goals these partners have, since the goals of the different organizations were experienced as deviating or sometimes even conflicting. Because of this strategy, network level goals were seen as more important than individual organization goals.

"I think it also has to do [...] with the own strategic goals which are not formulated as if these are part of a chain. Many people go back to their office and then they are back to their own job again and discuss their own core tasks with colleagues and act in accordance to those tasks, instead of taking a broader approach" (Chairman and process director of High risk youth consultation meeting network Alpha, April 11th, 2012)^{A17}.

"But the common goal is lubricating oil, more communication, achieving your goals quicker and adding value to your goals that you could never achieve by working alone as an organization. And you do that from your own organization's goals, because I may never let go of my own goals in favor of the police." (Case director child protection service network Delta, April 12th, 2012)^{D16}.

[About a situation in which the goals of an organization and the SH do not match] "Then a compromise is sought in the sense that the goals of the Safety House can still be achieved [...] those are leading in such situations." (Chairman aftercare meeting network Echo, March 22nd, 2012)^{E12}.

Which was most notable among all the centralized networks, was that the network managers had no real authority over the representatives from the organizations that join the different case consultation meetings, or mandate to control them. In all these cases, the solution was brought by the chairmen who lead the case meetings; these persons have mandate to appoint tasks to different persons and coordinate the whole process in the chain. The task division was predominantly based on the described processes and the core-business of the mother organizations of the representatives, which makes this division more or less standardized. Also, the basis of the approaches that were used by these SHs was the processes that were described and followed by the chairmen. Moreover, the presence of the different partners during the different case consultation meetings was very efficient. Partners that really could contribute to the progress of a case were invited and others were left out, which indicates a flexible way of organizing. This was also noticed in the structures of the networks, which were mostly based on a stable inner core and an outer core that varied.

"Especially the role of the chairman is important actually. [...] it consists actually out of taking the lead and saying well let's begin, and keeping track of the time. Furthermore, if [Name of chairman] is not present then someone else easily takes over this role. In that sense everyone is pretty equal during a meeting. And it [the role of the chairman] is solely to provide some directions and structure the process every now and then." (Social worker addiction treatment network Delta, April 12th, 2012)^{D7}.

"Those are the tasks in society that those organizations have and those are also the tasks that they have within the meetings [...] so that is defined." (Police officer network Alpha, April 11th, 2012)^{A10}.

"It's always on a formal basis, informal is not possible, there is always a formal basis. If someone needs to be placed somewhere, then we have to inform the public prosecutor, does it concern under aged, then of course the crisis teams of the youth care agency will come, we have our entrances there. In the past that was variable, the approach, but that's more clear now." (Target group coordinator police network Charlie, March 29th, 2012)^{C4}.

What also very clearly emerged from the data of all these networks was the uncertainty that was experienced by the managers and the participants in the case consultation meetings with regard to the budget cuts that will be implemented by the Dutch national government. Since these networks are all publically funded by the state, the budget cuts will have an impact on the resources that will be available to these networks in the future. Although these networks do not actually suffer from that in the present time, it was acknowledged that this threat of lowering the financial resources of the SH and the partners organizations in the near future, had an impact on the participants of the networks in the present time.

"Budget cuts are never good for this type of organization [...] we will go back to basics, back to where we started." (Filtering police officer 2 network Echo, March 22nd, 2012)^{E20}.

"Well for instance the municipality here subsidizes a lot of agencies here, for example social work, those will be cut with an extensive amount. That means that we'll have to... There will be things that we will not be able to do anymore. So referring someone to social work will be harder in the future." (Target group coordinator police network Charlie, March 29th, 2012)^{C18}.

"I noticed that people get restless because of these budget cuts. If your income is not secured anymore, you get restless and start performing on a lower level [...] so of course financial matters play a role" (Chairman and process director of High risk youth consultation meeting network Alpha, April 11th, 2012)^{A30}.

Within-group differences

Networks with high resources (Delta and Echo) have more informal communication because of the permanent work spaces. Participants in network Alpha and Charlie do not have these resources. Therefore, there are more opportunities for information-sharing in centralized networks with high resources as compared to these types of networks with low resources. This makes it easier to interact with each other, create relationships of trust, and develop knowledge of each other, which is lacking in the networks that have low resources.

"If you don't talk about it, it will not match. But if you talk about it then it can match very well [...] if you don't talk about it then you have two separate things, but when you talk about it and you cooperate, then there is a symbiosis. Then you have that little piece here, then there's an overlap and that is the added value [...] the one can influence the other there." (Probation officer network Echo, March 22nd, 2012)^{E14}.

"There are enormous differences; this can already be noticed from the jokes that someone makes that are hurtful to others. You cannot talk about someone like that, you can't be saying chick?! So there are enormous differences between the partner organizations. There is the care-side and the hard-side, the police-side at the table and [...]. A larger polarization of cultures or clashing of cultures does almost not exist." (Network manager network Alpha, April 11th, 2012)^{A20}.

Further, networks deal differently with goal alignment problems. Delta and Echo see the various viewing points of different partners as an added value to the cooperation, whereas Alpha and Charlie experience the perspectives that are used and the goals of the other organizations as conflicting with their own visions and interests. This discrepancy also accounts for the differences between these networks in terms of unity or cohesion.

"When you're at a case meeting, you analyze a case through the eyes of your own organization. You look at the case with your own eyes. That is also the understanding that you have developed for each other over the years. That a partner can look with different eyes at a case than you do [...] Well and if you can match that, so care, and the repressive sector, than you stand for the same thing. Ultimately, we want the same thing." (Filtering police officer 2 network Echo, March 22nd, 2012)^{E13}.

"Police work is act. First act and then think. And then you see the social welfare organizations that are first making plans, think and then act. [...] And that can sometimes lead to very odd differences." (Police officer network Alpha, April 11th, 2012)^{A22}.

With respect to the distribution and sharing of information in these networks, these processes are centrally coordinated in cases Delta and Echo, and cases are centrally registered and monitored by personnel which are especially hired to fulfill these tasks. While in cases Alpha and Charlie, the partners themselves have to control these processes. Moreover, networks Delta and Echo were perceived by the participants as autonomous entities, whereas the participants from networks Alpha and Charlie experienced the SH as solely a platform for cooperation.

"From different studies that were conducted in the country it was concluded that process coordination, that that is very important within a Safety House. So I would be very nice if a few process coordinators would be working here." (Network manager network Charlie, April 3rd, 2012)^{C16}.

"For the youth cases for instance it is important that we keep track of time a little bit. A youth case should be handled very quickly [...] this means that a case should be closed, from the moment that the suspect has made his statement, within the course of one month [...] that means that this process needs to be monitored by us. We keep track of that." (Filtering police officer 1 network Echo, March 22nd, 2012)^{E5}.

"You mentioned the establishment of the Safety House right, well we try to ensure, because that's what I read and what is sometimes being mentioned, that it's going to institutionalize. And that is what we have to ensure that it will not happen. We're not an institute, we don't make policy, we don't have overhead, we really have to prevent that." (Network manager network Delta, April 12th, 2012)^{D2}.

"The added value that you can provide exists out of facilitating the collaboration. You exist by the grace of the partners and also how well they align their interventions and the execution of those. That means you are dependent, in that sense you are dependent on the goodwill of the partners and the functioning

of the partners. And your contribution to that is making the collaboration possible as good as you can, and create as much goodwill as you can, but there is no hierarchical authority or what so ever.” (Network manager network Alpha, April, 11th, 2012)^{A2}.

Whereas in all networks there was a sense of uncertainty regarding the national budget cuts that will be initiated by the Dutch government in the near future, this sense of uncertainty was the clearest in the networks which possessed the least amount of financial resources. Moreover, in these networks (Alpha and Charlie) there was also ambiguity about what information could be shared with others and what information cannot be shared, while in networks Delta and Echo these boundaries were relatively clear to participants.

“I’m not going to start a transition when I’m not even sure about the funding. And if there is financial uncertainty you should not do that” (Chairman and process director of High risk youth consultation meeting network Alpha, April 11th, 2012)^{A31}.

“There is a lot of information that finds itself in a kind of grey area and then I try to make an assessment of whether sharing this information would benefit society, client and customer. And then I try to base my decision purely on my own norms and values. Those are difficult situations” (Welfare employee addiction treatment network Alpha, April 11th, 2011)^{A13}.

“Consciously not sharing information, no as far as I know that does not happen. Look, the only information that is not being shared is about the reason of the crime so to speak. So why did someone get detained? That’s a rule.” (Chairman aftercare meeting network Echo, March 22nd, 2012)^{E10}.

Finally, when analyzing the different scores on effectiveness of these centralized networks, it can be concluded that the networks with a low amount of resources score moderate on both the operational and community level of effectiveness, and the networks with high resources score high on both these levels. The differences that were discussed above may provide insight in this discrepancy in performance between these networks.

5.1.2. Density-based Networks

Within-group similarities¹⁹

Within these networks it was noticed that the level of communication between the different participants of the various case consultation meetings is high. This was indicated by the way that these meetings progressed and decisions about clients were taken, which was most of the times based on the principle of equity of influence. Also, the interactions outside of these meetings contributed to this high level of communication between the different actors. Because people also contact each other outside of the case meetings, these persons get to know each other better and develop personal relations, which enable them to exchange more information. An important factor

¹⁹ These similarities are mostly based on the findings from within network Bravo, i.e. networks Foxtrot and Golf are only used for validation of these findings, since these networks were considered to be unstable.

here is trust, which is also created by the frequent contact that these people have with each other. Because of these close personal relations and trust between the partners, they have developed norms for cooperation to rely on rather than standardized and described procedures. These norms secure a good alignment between the partners and account for certain group dynamics. It was found that within these networks partners often feel a sort of pressure or obligation towards the other partners to show up for a meeting, share information, or contribute positively in the group process in another way. Moreover, a certain atmosphere which is stimulating to cooperate in was mentioned by the respondents of these networks.

"The most important thing is sharing information about the client that is being discussed [...] [during a meeting] everything is being shared. If needed, additional information can be shared outside of the meeting, in order to gain more depth." (Chairman after care meeting network Bravo, May 1st, 2012)^{B12}.

Yes of course we work according to certain procedures. The way that cases are introduced here. Those are not always described but always go by the same way." (Police officer network Foxtrot, April 2nd, 2012)^{F8}.

"I have a lot of confidence in that [no misuse of information by partners], yes I really have faith in that. That also has to do with trust. Or, well that's more or less the same. Or the person that you will give the information to, let's put it like that." (Chairman care consultation meeting network Bravo, March 15th, 2012)^{B10}.

Although the frequent interactions of the partners stimulate to perceive the tasks of the individual organizations in a broader perspective, it was found in these networks that the goals of the own organizations were perceived as more important than the network level goals. Hence, organizations and participants that showed high levels of commitment mostly were motivated by the positive benefits of the cooperation for their own work and organization. However, by means of communication, these differences in interests can be limited and a collective approach be stimulated. Moreover, commitment to the cooperation was stimulated by the sense of cohesion that is present in these networks. Because partners know each other well, they can put pressure on each other to cooperate. Furthermore, partners feel that they are part of a group and do not want to let the others down.

Q: "So you indicate that you do not share all the information that..."

A: "The information that is necessary to get the agreements that we [the probation agency] want to make." (Probation officer network Golf, April 16th, 2012)^{G10}.

[About handling tensions with respect to cultural differences between partners about information-sharing] "That is largely done by respecting each other's opinions and beliefs. And jointly looking for possibilities to share the information up to some extent." (Chairman after care meeting network Bravo, May 1st, 2012)^{B24}.

"The pressure rises. If he does that than you cannot stay behind is what I often mention. Come on, what do you have for us?" (Chairman habitual offenders meeting network Foxtrot, April 25th, 2012)^{F14}.

The network managers of these three networks are responsible for the performance of these SHs. However, they have no formal authority or power over the participants that join the case consultation meetings, since these are all being paid by their own organizations. Therefore, the managers have to manage these networks by use of other mechanisms than in traditional organizations, since there is no hierarchical relationship between them and the workers. In these cases, an organic structure is applied, which means that organizing takes mostly place from what practice demands, and process descriptions are only marginally used to coordinate the collaboration. Moreover, equal influence of all partners during the different meetings is used to create an inclusive decision-making process, and roles within these meetings can differ according to knowledge, expertise or interest regarding a certain client. In order to guide the participants during this process, the chairmen of the meetings have an important role. They can ultimately decide which approach will be used to tackle a case, however these decisions usually follow logically from the discussion between the participants.

"People want to be managed and need it. But you will have to deserve that leadership. If I constantly bully the partners like a mad man with a whip in my hand. You can do that in a position where you were placed to hire of fire people. But I will have to do it with a charm offensive. People, together with me, need to believe in." (Network manager network Bravo, March 15th, 2012)^{B2}.

"For me the emphasis is more on a good cooperation, so not really on, look when someone follows the protocol exactly, that appeals less to me then, I prefer that people think along creatively about working with a focus on the result than follow the protocol." (Network manager network Golf, April 16th, 2012)^{G4}.

"The chairman ultimately has to decide, this is how we're going to do it, because the majority thinks so." (Chairman habitual offenders meeting network Foxtrot, April 25th, 2012)^{F4}.

In every network uncertainty about the budget cuts and the governmental policies that are related to these budget cuts was present. Because of these nation-wide developments, these networks are not sure of if and how they will be operating in the near future. For instance, there is a possibility that they will have to merge with other networks, and there is a possibility that current partners (continue to) withdraw from the network because partner organizations do not have enough resources anymore to provide workers for the SH networks.

"Within the youth care services a change of the whole system is about to be implemented. This causes the people active in this sector to wait and see what is going to happen, they all keep their resources to themselves and position themselves." (Chairman care consultation meeting network Bravo, March 15th, 2012)^{B27}.

"It bothers me that this is of course a time of gigantic budget cuts, among the municipalities you're also starting to see an enormous withdrawal in various approaches and possibilities so that really compromises your action plans." (Chairman Justice meeting network Golf, April 17th, 2012)^{G18}.

Within-group differences²⁰

Because of the higher resources that are available to network Bravo, the participants that join the case consultation meetings in that network moreover have their own work spaces in the building where the SH is located. This does not apply for the participants in networks Foxtrot and Golf, which makes it more difficult for those representatives to interact with each other outside of the meetings. Thus, communication and information-sharing outside of the meetings is more frequent in network Bravo as compared to networks Foxtrot and Golf, which have to rely predominantly on the case consultation meetings in order to align their approaches. This also affects the level of trust among the different participants, which is therefore higher in network Bravo than in networks Foxtrot and Golf. Moreover, since the representatives that work in network Bravo spend a significant amount of their time at the physical location of the SH, a specific atmosphere is created which stimulates the cohesion among the different partners.

"At our Safety House, because it is relatively small, and there are almost always the same people, the task division is very clear, because you have been working with these people for years." (Probation officer network Bravo, May 1st, 2012)^{B9}.

"You're in a meeting with each other to align the approaches. That's the whole point of having such a case consultation meeting, that partners are not all doing their own thing. It's meant to develop a shared solution for a shared problem. That means that we have to align our approaches with each other." (Network manager network Golf, April 16th, 2012)^{G14}.

Also predominantly linked to the fact that participants in network Bravo can make use of special work spaces inside of the SH, is the fact that they are more aware of being part of a chain as compared to the participants from network Foxtrot and Golf. Hence, the partners active in network Bravo are more prepared to jointly look for the best options that are beneficial for the client and for each other, whereas in networks Foxtrot and Golf these differences in viewpoints more often lead to conflicts.

"There is no such thing as a competition model within the Safety House. It is not about stealing each other's clients" (Chairman after care meeting network Bravo, May 1st, 2012)^{B18}.

"There are many people sitting at the table, that all have an opinion, but who do not all have an interest. Look, the probation office has an interest for his client, justice has an interest but I as police have certainly an interest. The municipality has far less interest." (Police officer network Golf, April 17th, 2012)^{G8}.

²⁰ Although these differences are related to the differences in resource munificence between these networks, these have to be interpreted with great care, since the networks with a low amount of resources also were evaluated as unstable.

With respect to the coordination of the cooperation between the partners within these networks, network Golf makes use of a process coordinator to control and monitor the progress of cases. However, network Bravo makes use of chairmen that have really in-depth knowledge and expertise about the theme that is being discussed, whereas in networks Foxtrot and Golf this is mostly done by a neutral chairman from the municipality. Moreover, networks Foxtrot and Golf pay more attention to measuring their performance as compared to network Bravo.

"She [the process coordinator] guards that in the one meeting this agreement is made and in the other meeting something different. And with the new GCOS system that is easy to see, when someone is already discussed in another meeting. So you can act to that pretty quickly [...] she also monitors the execution a little, are all partners doing what they have to do?" (Network manager network Golf, April 16th, 2012)^{G17}.

"Of course, eventually the chairman is the one who decides well we're going to do it that way. Also, because very often it is about a justice case, and she fulfills here role from the public prosecution service." (Probation officer network Bravo, May 1st, 2012)^{B6}.

"There are a couple of things we can prove. When it comes to recurrent behavior, that is not possible yet. We just conducted a reference measurement by comparing 2011 with 2010 and we will only be able to tell something about the patterns that we see, does it get better or worse, if we continue this for a few years." (Network manager network Golf, April 16th, 2012)^{G20}.

"I can catch my sleep pretty well when people that work here tell me that they are proud of what they do here. That is much more important to me than rates and figures. Of course, those are also important, but when the partners are proud of what they do here and they feel good and they can generate even more added value and mention that to me [...] if that is inside the people that work here, then I think well I can go to sleep safely." (Network manager network Bravo, March 15th, 2012)^{B29}.

The insecurity about the future is less high in network Bravo as compared to Foxtrot and Golf. In network Bravo only the manager mentions that they might have to increase the fee that partners will have to pay in order to join the consultation meetings and make use of the work spaces, whereas both participants and managers from networks Foxtrot and Golf are concerned about the possible withdrawal of partners from the network, or the possibility that they would have to merge with another SH.

"It has an effect on me when I notice that certain partners do not take the meetings very seriously anymore. When I see the withdrawal from the public prosecution office, the officer that has already been taken out because they have problems with their own work and then they also choose to remove the secretary because they have problems with their own work, [...] that doesn't feel very inviting, that doesn't challenge me. Does the meeting have such low added value then to them? And then you look around and next week someone from the probation office says guys I'll have to leave earlier today [...] And it works when everyone holds on to each other and when everyone does that." (Police officer network Golf, April 17th, 2012)^{G15}.

"It has started in April 2010 here, officially 2009 because we had to collect the subsidy that was provided by the national government [...] and now we are fully operational, and we say well I am a quartermaster."

What am I doing here, that's, it has to develop sometime. Well we're going to do that in 2013, and well you will have heard something about it, you mentioned it just now, other cash flows, bigger regions, so in 2013 we will face the challenge of in what way will we continue?" (Network manager network Foxtrot, April 2nd, 2012)^{F18}.

[The budget cuts] "Are going to play a role. If there are going to be certain things that you cannot do anymore, then you don't know how those things will develop. You will miss the complete picture then. So that's why I keep talking to the network partners about, well what do you want to achieve? And maybe there are things that you will have pay for a bit more." (Network manager network Bravo, March 15th, 2012)^{B26}.

Finally, when analyzing the different scores on effectiveness of these density-based networks, it can be concluded that the networks with a low amount of resources score moderate on both the operational and community level of effectiveness, and the network with high resources scores high on the operational level but low on the community level. The differences that were discussed above may provide insight in this discrepancy in performance between these networks.

5.1.3. Intergroup Differences

Type of integration

When comparing these groups of networks on the mechanisms that emerged from the different cases, based on their type of integration, it was found that communication and information-sharing differs significantly between these groups of cases. Whereas in the centralized networks information-sharing is often perceived to be problematic for various reasons, this is highly present in the density-based networks. Respondents from the centralized networks indicated that communication and information-sharing is mostly done during the case consultation meetings, while in the density-based networks this very often is achieved via informal contact outside of these meetings. Moreover, information-sharing within the meetings was also more proactively done in the density-based networks as compared to the centralized networks, which often require stimulations from the chairman to exchange certain information about a client. Because of these differences, knowledge about each other, each other's organizations, tasks, and possibilities was lower in the centralized networks as compared to the density-based networks. Hence, the level of trust among the partners was lower in the centralized networks as compared to the density-based networks. Furthermore, the partners that were active in the density-based networks developed more norms for cooperation as compared to the partners that were active in the centralized networks, and experienced a certain atmosphere or group pressure which stimulated them to actively collaborate with others and share their information. This kind of stimulus was lacking in the centralized networks.

In line with this, the partners that cooperate in density-based networks experience that they are part of a group and form a cohesive team, whereas this sense of cohesion is low among partners that are working in a centralized network. However, in the centralized networks it was noticed that the goal of the network was seen as more important than the individual organization goals, which was the opposite from the density-based networks where individual goals were indicated as the most important incentive for partners to join the cooperation. The difference in goals within the densely connected networks sometimes led to conflicts among participants, which were mostly resolved by open communication between these partners. In the centralized networks conflicts were predominantly prevented by the chairmen who expressed and emphasized the collective goal that these partners have. Moreover, because participants from the centralized networks perceived the network more as an autonomous entity as compared to the partners from the density-based networks, the network goals were given more priority by these participants than the goals from their own organizations.

Because the network managers of all both these groups of networks do not have any formal authority or power over the workers that represent the participating organizations in the case consultation meetings, they make use of certain strategies to cope with this imperfection. In the centralized networks, this was mostly tried by the use (centralized) processes in order to coordinate and monitor the actions and progressions of the different partners and cases. Also within the case consultation meetings, processes were leading for the chairmen who coordinated these meetings in accordance with the task descriptions and protocols that were available. Thus, a kind of standardized approach was used here. Furthermore, the presence of partners during the different meetings was variable. Only partners that were relevant to consult with regard to a certain case were asked to join the meeting, which enables efficiency during the meeting with respect to decision-making, and it shows that these networks could flexibly operate to align their approach with the demands of a certain case. This way of organizing was also indicated by the network structures of these cases, which were based on a stable inner core of partners that almost always joined the case consultation meetings, and a variable outer core that attended the meetings when their expertise and knowledge was required. This approach is contrasting with the way of organizing that the density-based networks mostly utilized. These networks mostly used an organic structure to enable the participants to act in accordance with the demands of a certain case. Hence, the approach of these networks was predominantly practice oriented, and process descriptions were only used as a global guide or orientation for what could be possible in certain situations. The presence and active participation within the case consultation meetings was based on inclusive

decision-making, by making use of a broad range of opinions and knowledge. The chairman was usually responsible for providing structure to the meeting and making decisions about which approach would be best suitable for a case. However, this decision was heavily based on the majority of the opinions that were expressed by the partners during the meeting.

Resource munificence

Based on the differences that occurred in the groups of cases when comparing them by the use of the level of resources available within them, it appeared that both in centralized as in density-based networks the level of interaction between the partners was higher in networks which had more resources as compared to networks which possessed less resources. This was mostly facilitated by the permanent work spaces which were available to the network participants in the networks with a higher level of resources. Because of these permanent work spaces, partners felt that it was very easy to walk by someone's office to talk about some details about a certain case which was discussed during a case consultation meeting. Moreover, people within these networks saw each other very often during lunch or in the corridors of the buildings, which allowed them to get to know each other and develop personal relationships. Hence, these facilities helped network partners to become familiar with each other and develop trust. Since these opportunities were less present in the networks which possessed a low amount of resources, these mechanisms were indicated less frequent and less clearly in these cases.

Also in relation to the above, networks with low and high resources differ in goal alignment and cohesion. Whereas participants in networks with a high amount of resources experience different points of view of partners as an added value for the cooperation, since they also better perceive that they are part of chain, participants in networks with a low amount of resources often find these different viewing points difficult to deal with and therefore they result in conflict. An important factor here is again the possibility of having permanent work spaces at the Safety House, since this facilitates the cohesion among partners because they are confronted very frequently with the fact that they are all dependent on each other. Hence, these people communicate more often as compared to participants in networks with low levels of resources, which helps them to prevent conflicts.

Furthermore, the networks which possessed a higher amount of resources were experienced by the representatives from the participating organizations more as autonomous entities as compared to the networks who possessed low resources. The latter were merely platforms for cooperation in the eyes of the participants in these networks.

The most striking difference between the networks based on resource munificence is the amount of uncertainty that is present in the networks with respect to the future of the network. Albeit in all cases there was uncertainty about the consequences of the budget cuts that will be implemented by the Dutch government in order to recover from the economic crisis, this sense of insecurity was the highest in the networks that possessed the lowest amount of resources. Although these budget cuts do not change anything in the present time, it was noticed that these future threats affected the functioning of the people who now work in these networks, because these budget cuts can have large consequences for the future of the cooperation or even their individual jobs.

Network effectiveness

As can be concluded from table 5 (section 4: Results), networks which combine a density-based type of integration, with a low amount of financial resources, perform moderately on both operational and community levels of effectiveness. Densely connected networks which possess a high amount of resources perform high on the operational level and low on the community level of effectiveness, resulting in a moderate overall effectiveness score. Networks which combine a centralized way of integrating their services with a low amount of financial resources perform moderately on both the operational level and the community level of effectiveness. However, combining a centralized type of integration with a high level of resources results in high levels of effectiveness on both operational and community level.

When combining the findings from the different analyses that were elaborated above with these effectiveness scores, new insights in the way that network structure and resource munificence influence the performance of inter-organizational networks can be provided. The next section will elaborate on these insights and clarify the implications for the literature on network effectiveness.

5.2. Theoretical Implications

This section will provide theoretical insight in the mechanisms that facilitate the relation between network structure, resource munificence, and network effectiveness that were found in this study. From the data that was collected, four aggregate dimensions emerged that could (partly) explain this relationship: social embeddedness, commitment, coordination, and uncertainty. Next, these dimensions and their underlying concepts will be further discussed in conjunction with their relationship with networks structure, resource munificence, and network effectiveness.

5.2.1. Social Embeddedness

According to Jones and Lichtenstein (2008), social embeddedness is a phenomenon which stimulates shared understandings and relations among network members that facilitate effective interactions. Furthermore, this concept contains both relational and structural embeddedness. Uzzi (1997) explains that relational embeddedness is related to trust and information-sharing among network members, whereas structural embeddedness is more about creating norms for cooperation (Jones & Lichtenstein, 2008).

The results from the present study indicate that concepts that are related to social embeddedness were noticed more often and more clearly in density-based networks as compared to centralized networks (Provan & Milward, 1995). Within the densely connected networks, communication was seen as a very important factor for cooperation, whereas participants in the centralized networks indicated that they did not communicate very much with the other parties, besides during the case consultation meetings. However, also within the case consultation meetings there was a difference in the way of communicating with each other; while the partners in the densely connected networks discussed the cases predominantly on the principle of equity of influence of all partners, partners in the centralized networks only joined the meetings when they had a certain interest in the cases that were to be discussed. Because of these differences, the representatives from the different participating organizations in the density-based networks were more familiar with each other as compared to the partners in the centralized networks, which in turn caused the partners from density-based networks to be able to develop relationships of trust with each other (Uzzi, 1997), while partners in the centralized networks had less opportunity for this. Furthermore, group dynamics such as the sense of unity and pressuring each other for cooperation were found more clearly in the density-based networks. These close relationships and group dynamics enable the development of norms for cooperation (Granovetter, 2005), which were emphasized more in the densely connected networks as compared to the centralized networks. These differences account for the discrepancy between density-based networks and centralized networks regarding the amount of information and knowledge that is exchanged between the partners (Reagens & McEvily, 2003; Williams, 2005).

Since the factors that are explained above are mostly related to operational effectiveness in this study, the following proposition can be formulated:

Proposition 1a: Density-based integration stimulates higher levels of social embeddedness as compared to centralized integration, which positively influences operational effectiveness in inter-organizational networks.

When looking at the differences between the networks in social embeddedness on the basis of the amount of financial resources they possess, it was found that partners that were active in networks which could make use of more financial resources communicated more, exchanged more information, and knew each other better than partners operating in networks which possessed less financial resources. Hence, the level of trust between partners that were working in networks that were rich in financial resources was found to be higher than in the networks that were low in financial resources. These differences were predominantly related to the better facilitation of the networks that possessed higher resources (e.g. permanent work spaces for network partners).

Since social embeddedness is related to operational effectiveness in this study, the following proposition can be formulated:

Proposition 1b: Resource munificence positively influences the level of social embeddedness in inter-organizational networks; thereby it positively moderates the relationship between type of network integration and operational effectiveness.

5.2.2. Commitment

Up to the present commitment has not been discussed in network literature as a factor that plays a role in explaining network effectiveness. However, in organizational literature this concept is well-known, and has been indicated as a determinant for organizational effectiveness (e.g. Angle & Perry, 1981). According to Porter, Steers, Mowday and Boulian (1974), organizational commitment is defined as “the strength of an individual’s identification with and involvement in a particular organization” (p. 604). Since this definition is quite broad it can easily be transferred from an organizational context to a network context. Three factors can be used to characterize commitment: belief and acceptance of goals and values, willingness to exercise efforts, and a desire to maintain membership (Porter *et al.*, 1974).

With regard to these factors, the findings of this research indicate that commitment in networks with a centralized type of integration is mostly facilitated by the network goal. This is in line with the reasoning from Provan and Milward (1995), who argued that centralized integration is beneficial for otherwise autonomous network actors to operate in a way that stimulates the achievement of system-level goals instead of individual organization goals. The results show, that the initial incentive to join the network and thus the various case consultation meetings for network partners is often based on self-interest, since these actors have a desire for autonomy (Williams, 2005). Because of possibilities to discuss their own cases with experts from other fields, or to signal potential new clients for their own organization, these representatives are motivated to join the

cooperation. However, because of stimulation by the chairmen of the different meetings to look at the collective goal, this overarching goal is perceived by the participants as more important than the individual agency goals. Moreover, this perception is stimulated by the fact that participants of centralized networks have the impression that the network is an autonomous entity for which they are working. Therefore, they feel committed to the network as they would feel commitment for an organization that employs them.

This kind of commitment leads to both operational effectiveness and community effectiveness, since this type of commitment stimulates alignment of the approach between partners. In turn, this results in better intervention possibilities for clients, which can affect the network goals of reducing criminal activities and recidivism rates among clients.

Another way to achieve commitment in line with the factors by Porter *et al.* (1974) was noticed in the networks which were integrated by density. Although also here the main incentive for partners to join the network is based on gaining benefits for their own agency, these networks are cohesive, which makes that partners are attracted to each other (Shaw, 1981). Moreover, communication is stimulated by this cohesion, which enables the partners to align their approaches despite of their sometimes conflicting visions and goals. Moreover, partners indicated that they do not want to let each other down, and feel pressure from the group to cooperate in the best way they can. Hence, commitment is facilitated by cohesion (Wech, Mossholder, Steel & Bennett, 1988). This type of commitment is also known as cohesion commitment in organizational literature, which means that commitment to the community (i.e. the network), is predominantly created by ties of affection between group members (i.e. the network partners) (Kanter, 1968).

Although this type of commitment also creates good alignment between network partners, this does not necessarily has to be in favor of the network's goal, since partners are more committed to each other rather than to the network as a whole. It is therefore proposed that commitment by cohesion is only beneficial for operational effectiveness. Thus, the following propositions can be formulated:

Proposition 2a: Centralized integration stimulates higher levels of commitment of network partners to collective goals as compared to density-based integration, which positively influences both operational and community levels of effectiveness in inter-organizational networks.

Proposition 2b: Density-based integration stimulates higher levels of commitment of network partners to each other as compared to centralized integration, which positively influences operational effectiveness in inter-organizational networks.

When looking at the differences between the networks on the basis of the amount of financial resources they possessed, it can be concluded that networks which could make use of more resources showed higher levels of commitment as compared to networks that possessed lower levels of financial resources. This predominantly has to do with the increasing possibilities for communication and information exchange between partners when resource munificence gets higher, as was explained earlier.

Because the types of commitment that can be distinguished in this research are related to both operational and community levels of network effectiveness, the following proposition can be formulated:

Proposition 2c: Resource munificence positively influences the level of commitment in inter-organizational networks; thereby it positively moderates the relationship between density-based integration and operational effectiveness, and centralized integration and both operational and community levels of effectiveness.

5.2.3. Coordination

In accordance with Malone and Crowston (1990), coordination within inter-organizational networks is defined here as “the act of managing interdependencies between activities performed to achieve a goal” (p. 6). A classic example of a coordination mechanism is hierarchy (Williamson, 1975), which is often used in traditional organizations to control the operations, and it has been suggested by many to transfer this coordination mechanism to the context of inter-organizational networks (e.g. O’Toole, 1997). However, the networks that were investigated in the present study match with most of the inter-organizational networks on the fact that within the network, there are no (formal) hierarchical relations (Powell, 1990) both between network partners as between network managers and network participants, because network managers do not have enough mandate to be able to discipline network partners for not behaving in a way that is beneficial for the network. Hence, it becomes very difficult to use formal hierarchy as a control mechanism for coordinating the operations within the network.

Although coordination cannot take place on the basis of formal hierarchy, it is considered to be a very important mechanism for achieving network effectiveness, and it is highly related to the type of integration that is used within a network (Provan & Milward, 1995). This is in line with the

results that were found in this study, which suggest that in centralized networks there was a large focus on centralized information processes. These were administered by dedicated staff (Grandori & Soda, 1995), in order to stimulate coordination of the various partners and monitor their activities. Moreover, the division of tasks among the different participants during the case consultation meetings was predominantly based on the process descriptions that were developed and the main tasks and responsibilities of the mother-organizations of the participants. Hence, the approach used by these centralized networks can be typified as standardized, since process descriptions, and centralized information processing and monitoring of cases formed the basic foundation for the operations of these networks (Provan & Milward, 1995). Moreover, the roles of the network managers and chairmen in these cases were highly aimed at managing the processes and making sure that these were followed correctly, in order to stimulate achievement of the network goals. Furthermore, attendance of partners and influence on decision-making within the case consultation meetings was based on the standardized process descriptions and protocols, which made sure that only relevant partners that could add value to the discussion of a certain case were present during these meetings. This indicates that these networks were focused on efficient organizing (Provan & Milward, 1995), which also creates a sort of hierarchy among the different partners, since only partners that are considered important for a certain case joined the regarding meetings. Moreover, this way of organizing indicates the ability to adapt to certain circumstances. These clear processes provide the participants with explicit knowledge about the structure of the network, which can be referred to as mental maps (Vermeulen & Curşeu, 2008). These maps can create awareness among participants about the tasks and responsibilities of the other partners, and thus stimulate alignment.

This way of coordinating the approach of the network can be seen as rather formal, since mechanisms that were described here are mostly stimulated by control of the network managers and chairmen via centralized processes and descriptions of protocols. However, these mechanisms stimulate both operational and community levels of effectiveness, since these processes secure alignment between the partners, and central information processing and monitoring enables the generation of management information. These factors account for a solid approach for achieving the network goals.

In the density-based networks that were investigated in the present study, the emphasis was more on organic management, which focuses more on the actual collaboration between the partners, and paying less attention to central coordination of actions (Hart, 1992; Wachhaus, 2012). The coordination of partners and activities predominantly relies on what the case demands at that specific moment, instead of following procedures. This entails that the participation of partners in

the different meetings is high, and decision-making is based on inclusiveness, which means that every partner can give his opinion about the case that is being discussed (Provan & Kenis, 2008). Moreover, roles and tasks are not described (or at least not followed according to these descriptions), but depend on the knowledge and the interests of the partners with regard to the focal client. This creates a sort of informal hierarchy, because partners that have more knowledge about or a larger interest in a certain case receive more opportunities to give their opinion than other partners. Roles and tasks are therefore substituted very frequently among the partners, both between and within different meetings, which is beneficial for their mutual relations because they get to know each other from different perspectives. Also flexibility of roles and tasks among partners was indicated by this. Moreover, since the level of interaction between the partners in these networks was considered to be high, they could develop a sense of trust among each other and created shared norms for cooperation. These factors function as alternative governance mechanisms to rules and processes (Rosenkoph & Padula, 2008). In line with these more informal ways of coordinating the cooperation between the partners, the role of the network managers and the chairmen in these cases was mostly to develop mutual solid relations between the partners, and decide on the basis of democratic principles which approach should be taken in order to help a certain client, when partners themselves do not agree.

As mentioned, this way of coordination in these networks can be regarded as more informal as compared to the approach that was utilized by the centralized networks. The mechanisms that were used in the density-based networks were based on bottom-up procedures, equity of influence, norms and trust, and maintenance of personal relations. These factors are predominantly related to operational effectiveness, since these good personal relations and shared-governance principles do not necessarily have to favor the network goals, as was explained earlier. Hence, the following propositions can be formulated:

Proposition 3a: Centralized integration stimulates more formal coordination mechanisms as compared to density-based integration, which positively influences both operational and community levels of effectiveness in inter-organizational networks.

Proposition 3b: Density-based integration stimulates more informal coordination mechanisms as compared to centralized integration, which positively influences operational effectiveness in inter-organizational networks.

With respect to the differences in resource munificence between these networks, only for the centralized networks a clear difference could be found. In these centralized networks it became

clear when more financial resources were available, the network was perceived as a more autonomous entity as compared to centralized networks with lower amounts of resources. This may have an effect on coordination, because partners are more inclined to act in favor of the network when they perceive this as an autonomous organization for which they work, than when they would perceive the network solely as a platform for cooperation and information exchange. Hence, the following proposition can be formulated:

Proposition 3c: Resource munificence positively influences formal coordination mechanisms in inter-organizational networks; thereby it positively moderates the relationship between centralized integration and both operational and community levels of effectiveness.

5.2.4. Uncertainty

Duncan (1972) defines uncertainty as the amount of confidence an individual has when predicting the outcome of certain events. "In uncertain situations there is less predictability with respect to the outcome of events than under conditions of risk" (p. 318). Although Provan and Milward (1995) already addressed the concept of uncertainty as an important contextual factor in explaining the differences between the effectiveness of inter-organization networks, this variable has received little attention in the rest of the literature regarding network effectiveness. This is probably due to the fact that Provan and Milward (1995) closely linked uncertainty to instability of the network, whereas in the present study it was found that uncertainty was linked to the level of resources that would be available to the network in the (near) future. The results indicated that this uncertainty was influenced by the current level of resources available to the network (Turrini *et al.*, 2010), since the indications for uncertainty were higher in networks which possessed a low amount of resources. This is in line with resource dependence theory by Pfeffer and Salancik (1978), who state that organizations must acquire resources to avoid uncertainty and dependency. Moreover, it was found that uncertainty was also influenced by institutional forces which consisted of regulations and policies that were implemented by the Dutch national government and that hindered the cooperation between the network partners. However, these were the same for every network included in this research, hence only the influence of resource munificence on uncertainty will be further elaborated here.

The observations from the present research show, that uncertainty has a negative influence on the level of social embeddedness and commitment in these networks. In the cases which possessed the least financial resources, uncertainty about the future of the network was the highest.

This had negative consequences for especially density-based networks. Partners started preferring to secure organizational goals by withdrawing from the network because of financial problems, and the participants of the networks were worried whether the network would remain in this state or that they would need to merge with another network in order to survive. As these were also the networks that were considered to be instable, this shows the connection between uncertainty and instability as it was already indicated by Provan and Milward, (1995). Based on these observations, the following propositions can be formulated:

Proposition 4a: Resource munificence has a negative effect on the level of uncertainty that is perceived by participants in an inter-organizational network.

Proposition 4b: Uncertainty negatively influences social embeddedness and commitment in density-based networks; thereby it negatively influences the relation between density-based integration and operational effectiveness.

5.2.5. Type of Integration, Resource Munificence and Network Effectiveness

With regard to the theoretical propositions that were elaborated above about the different mechanisms that were found to have an influence on the relation between type of network integration, resource munificence, and network effectiveness in this research, the following propositions about this relationship can be formulated, which are in line with the propositions of Provan and Milward (1995):

Proposition 5a: Centralized integration is more beneficial for achieving overall network effectiveness as compared to density-based integration, since centralized integration stimulates mechanisms which are beneficial for both operational and community levels of effectiveness, whereas density-based integration solely stimulates mechanisms that are beneficial for operational effectiveness. Hence, overall effectiveness will be higher in inter-organizational networks that have a centralized type of integration as compared to a density-based type of integration.

Proposition 5b: Resource munificence positively moderates the relationship between type of network integration and both operational and community levels of effectiveness in inter-organizational networks.

5.3. Limitations

As every study, the present research has limitations which should be considered when interpreting its findings. First, this study made use of a cross sectional design, which implies that it could only observe the networks and its participants at one moment in time, while networks evolve over time (e.g. Koka, Madhavan & Prescott, 2006). However, since only a limited amount of time was available for this research, and network research is very time consuming (Provan *et al.*, 2007), a longitudinal approach was not possible. Second, despite of extensive efforts to secure respondents in every network from both crime prevention organizations and welfare agencies, this sometimes could not be achieved due to last minute changes in respondents which could not be controlled by the researcher. Hence, in some networks there was an unequal division between respondents from justice or care agencies, which could bias the results. Moreover, the respondents per network often participated in different case consultation meetings. These meetings actually constitute the operational functioning of these networks, and can differ in approach and functioning within a network. Thus, within a network, these different meetings form sub-networks, which can (up to some extent) differ in functioning from each other. This caused some inconsistencies in the answers that were given by respondents from the same network, which made it more complicated for the researcher to characterize the networks. However, the in-depth character of this study made it possible to gain further understanding about the answers that were provided by asking follow-up questions. Hence, it is believed that these inconsistencies did not significantly hamper the correct representation of these networks as presented in this research. With respect to the questions that were asked during the in-depth interviews, attention was paid to ask these in a neutral way. However, because the conversation sometimes clearly deviated in a certain direction, some questions that were asked could be regarded as being 'leading', which can cause response bias. Furthermore, social desirability of answers that were given could not always be prevented, although attention was paid to this when interpreting the results. These factors can affect the reliability of the findings that were presented.

Another limitation of the present study is the measurement of network effectiveness. Especially with regard to the community level of effectiveness, there were some problems in determining the differences between the networks. However, the eventual measurement that was used can be regarded as valid, since it is consistent with the approach of the former study in the same empirical context that was conducted by Raab *et al.* (forthcoming), and it is in line with the suggestions made in network literature that effectiveness should be measured on different levels of analysis (Provan & Milward, 2001). Herranz (2010) emphasizes that evaluating inter-organization

networks in the public sector is highly problematic because of the limited development of conceptual and methodological frameworks for this matter. This is possibly due to the fact that effectiveness means different things in different sectors and networks (Provan *et al.*, 2007). Therefore, this research made use of specific criteria for evaluating network effectiveness, which are tailored for the regarding networks. However, especially the measurement of community effectiveness can be considered as subjective, since it was predominantly based on the opinion of the network managers with regard to the results of the network, and could not be based on objective data such as concrete measurements of criminality or recidivism rates, as these were not (yet) available. In addition, the mechanisms that were found to influence network effectiveness on different levels could also be explained by other variables than network integration or resource munificence, although control variables were used to hinder spuriousness of the relations that were investigated. Hence, the design of this research does not allow making definite claims about the mechanisms that were found and their relation with network structure, resource munificence, and network effectiveness, but was “an empirically grounded theoretical exploration” (Herranz, 2010, p. 457), which made use of its in-depth character to identify possible factors that can influence network effectiveness and are caused by network structure and resource munificence. Finally, the limited number of cases that was involved in this research hampers the generalizability of the findings. Although it is believed that these seven cases provided enough variation to infer these results to the other Safety House networks in the Netherlands, these networks have a very specific nature (crime prevention) and can be seen as service implementation networks (Milward & Provan, 2006). Moreover, two cases were evaluated as unstable, which could have biased the results from these networks. However, as mentioned in the cross-case analysis, the findings from these networks were predominantly used to validate the findings from other cases instead of being used as sources for new findings, as the other cases were. These limitations entail that findings from this research can only be transferred to other types of networks in a limited way. Theoretical generalization may however be possible, because this study builds on previous research which investigated networks that operated in the same kinds of environments (i.e. mental health care and human services). The findings from this study can therefore be used to refine the theory regarding effectiveness of inter-organizational networks.

6. Conclusion

6.1. Insights Provided by the Present Study

Because in the network literature there is increasing attention for the influence of the behavior of individuals on the performance of inter-organizational networks (Milward & Provan, 2006; Saz-Carranza & Ospina, 2010; Turrini *et al.*, 2010), this study tried to provide insight in the mechanisms that facilitate the relation between network structure, resource munificence, and networks effectiveness. The research question that guided this investigation was: “How does the type of network integration influence the effectiveness of inter-organizational networks, under different conditions of resource munificence?”

Seven networks that are active in the Dutch crime prevention sector were investigated by the means of preliminary interviews with the network managers to gather information about the level of resources the networks possessed, and their level of operational and community effectiveness. In addition, network analytical data was retrieved for gaining insight in the different network structures that were utilized. Subsequently, 25 in-depth interviews were conducted to gain a detailed understanding about the actual functioning of these networks, and the different mechanisms that occur within them.

Results indicate that type of network integration stimulates three overarching mechanisms that influence network effectiveness on the operational and community level: social embeddedness, commitment, and coordination. These mechanisms differ in type and extent between different types on integration; density-based networks stimulate higher levels of social embeddedness, commitment of network partners to each other, and informal coordination mechanisms. Therefore, these networks predominantly facilitate operational effectiveness. Centralized networks stimulate lower levels of social embeddedness, commitment of partners to the network goals, and formal coordination mechanisms, which stimulate both operational and community levels of effectiveness. Resource munificence is found to positively influence these mechanisms both in density-based and centralized networks, predominantly by providing better possibilities to facilitate an effective cooperation. Moreover, resource munificence reduces uncertainty, which can negatively affect social embeddedness and commitment in density-based networks.

In sum, and in line with the main thesis made by Provan and Milward (1995), it can be concluded that a centralized type of integration is more beneficial for stimulating overall network effectiveness, because this type of integration stimulates mechanisms which are beneficial for achieving both operational and community levels of effectiveness in inter-organizational networks.

6.2. Recommendations for Future Research

The most important suggestion for future research that this study offers is a further in-depth analysis of the effects of different network structures on network effectiveness. Because this study was the first to take this kind of approach, more research on this topic is required to validate the findings that were presented here, and to identify possible other mechanisms which are active within the relation between type of network integration, resource munificence, and network performance. Specific attention should thereby be paid to the mechanisms which are stimulated by a clique-based type integration. The present study was not able to measure the effects of this third distinct form of network integration, since all networks which were investigated made use of cliques. Therefore, it was chosen to make a more rough distinction between the networks based on the level of density and the level of centralization within these networks. However, comparing a centralized type of integration, density-based integration, and clique-based type of integration may provide additional insights in the relation and mechanisms between network structure, resource munificence, and network effectiveness.

Second, since information-sharing and exchange is one of the most important activities in inter-organizational networks, more attention should be paid to this specific item in future research. An interesting way to investigate this factor would be to take the diversity of partners in the network into account (Herranz, 2010), and see whether differences in partner diversity would influence the extent and the way by which information is shared. This was not possible in the present study because partner diversity did not differ between these networks. Another interesting approach would be to investigate whether and how the type of actor which is the most central in the network, influences the degree of information diffusion in the network (Gibbons, 2007).

Finally, research which is aimed at investigating the performance of inter-organizational networks still has to deal with considerable issues regarding the measurement of network effectiveness (Herranz, 2010). Therefore, addition methodological work is needed, in order to develop valid and reliable measurements for evaluating the performance of networks in the best possible way. This last notion is crucial in the further development of network research, because “if we are to understand about networks and network performance, then it is essential that network effectiveness be addressed” (Provan *et al.*, 2007, p. 509).

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Appendix I: Topic List Preliminary Interviews Network Managers

These questions were used to validate the characteristics of the networks as they were derived from the data table of Raab *et al.* (forthcoming). Because data collection took place in a Dutch context, the questions were asked in Dutch. Because this study collected its data simultaneously with another study that was focused on the influence of governance structure on the management of network tensions, these questions are also included (printed in grey).

1. Details respondent

- a. Functie
- b. Organisatie

2. Het aantal deelnemers binnen het netwerk

- a. Graag specificeren (namen van organisaties per casus overleg)

3. De structuur van het netwerk

Kijkend naar de operationele gang van zaken (op de werkvloer):

- a. Is er een duidelijk coördinerende partij binnen het netwerk? (of coördinatie via proces coördinatoren of regisseurs?)
- b. Wie nemen (structureel/incidenteel) deel aan de casus overleggen? Wie brengen hier het meest in? (casussen, informatie, uitvoering)
- c. In welke mate en door wie wordt er onderling (veel) gecommuniceerd?
- d. In welke mate en door wie wordt (veel) informatie uitgewisseld?
- e. Is er sprake van clustervorming binnen het netwerk (subgroepen)? Zo ja, hoe zijn bovenstaande zaken binnen en tussen de clusters geregeld?
- f. Zou u het netwerk typeren als zijnde gecentraliseerd rond één of meerdere partijen, of eerder als volledig geïntegreerd?

4. De beschikbaarheid van financiële middelen

- a. Hoe groot is het jaarlijks budget dat beschikbaar is voor het Veiligheidshuis? (bijdragen van partners en subsidies/inkomsten)
- b. Hoeveel inwoners telt de regio van het Veiligheidshuis?

5. De wijze van bestuur

- a. In hoeverre wordt de aansturing, besluitvorming en toezicht omtrent het functioneren van het Veiligheidshuis uitgevoerd door één of meerdere partnerorganisatie(s)?
- b. Is er een onafhankelijke afdeling, groep of persoon verantwoordelijk voor de aansturing, besluitvorming en toezicht omtrent het functioneren van het Veiligheidshuis?
 - i. Welke partnerorganisaties zijn vertegenwoordigd in deze afdeling/groep?
 - ii. In hoeverre wordt deze onafhankelijke afdeling/groep/persoon beïnvloedt door één of meerdere partnerorganisaties? Of staat deze in dienst van alle partners?

6. De effectiviteit van het netwerk

- a. Op operationeel niveau
 - i. Zijn voor het goed functioneren van de casus overleggen benodigde middelen aanwezig? (financieel, tijd etc.).
 - ii. In hoeverre sluiten de aanpak van de ketenpartners (justitieel en zorg) goed op elkaar aan? Hoe is dit geborgd?
 - iii. Hoe en in welke mate worden de tussen de deelnemers van het casus overleg gemaakte afspraken vastgelegd?
 - iv. Wordt er management informatie over het functioneren van het overleg verzameld, zodat hierop gestuurd kan worden t.b.v. efficiëntie en effectiviteit?
- b. Zijn lokale doelstellingen zijn geformuleerd?
 - i. Zo ja, welke en in hoeverre worden deze bereikt?
- c. Zijn er nationale doelstellingen zijn geformuleerd?
 - i. Zo ja, welke en in hoeverre worden deze bereikt? (impact criminaliteit en recidive)
 - ii. In hoeverre zijn er verbeteringen zichtbaar in het terugdringen van criminaliteit en recidive op de 4 thema's (jeugd, veelplegers, huiselijk geweld, nazorg)?

Appendix II: Topic List In-Depth Interviews Network Managers

These questions were used to gain in-depth understanding about the mechanisms that are caused by network structure and resource munificence, and affect network performance.

- Doel van onze onderzoeken
- Relevantie
- Kenmerken van Veiligheidshuizen vastgesteld middels oriënterende interviews met ketenmanagers. Dit interview is bedoeld om meer inzicht te krijgen in de daadwerkelijke invloeden van structuur en de manier van aansturen op het functioneren en de effectiviteit

Aansturing van het veiligheidshuis (besluitvorming, toezicht)

(Deze vragen hoeven enkel gesteld te worden indien dit niet voldoende duidelijk is geworden vanuit de oriënterende interviews)

1. In hoeverre wordt de aansturing, besluitvorming en toezicht omtrent het functioneren van het Veiligheidshuis uitgevoerd door één of meerdere partnerorganisatie(s)?
2. Is er een onafhankelijke afdeling, groep of persoon verantwoordelijk voor de aansturing, besluitvorming en toezicht omtrent het functioneren van het Veiligheidshuis?
 - a. Welke partnerorganisaties zijn vertegenwoordigd in deze afdeling/groep?
 - b. In hoeverre wordt deze onafhankelijke afdeling/groep/persoon beïnvloed door één of meerdere partnerorganisaties? Of staat deze in dienst van alle partners?

Structuur (manier van werken/coördinatie van activiteiten)

3. In hoeverre zijn voor iedereen de verschillende rollen, taken en verantwoordelijkheden binnen het veiligheidshuis duidelijk? (meer specifiek: binnen en tussen de casus overleggen, opvolging)
4. In hoeverre zien de deelnemers aan het veiligheidshuis de doelen van het netwerk als een deel van hun verantwoordelijkheid? (Waarom wel/niet?)
5. In hoeverre zijn de deelnemers aan het veiligheidshuis echt betrokken bij het netwerk - in plaats van deelnemer om eigen doelen te bereiken -? (Hoe komt dit?)
6. In hoeverre is samenwerken in een netwerk en de daarbij behorende structuur geschikt voor het bereiken van de doelen waarvoor een Veiligheidshuis is opgericht? (Waarom?)
7. In hoeverre biedt de werkwijze binnen het veiligheidshuis voldoende mogelijkheden tot het monitoren en beheersen van de verschillende activiteiten? (Indien voldoende: graag toelichten. Indien onvoldoende, hoe gaat u hiermee om?)
8. In hoeverre gelooft u dat de door u verstrekte informatie aan het veiligheidshuis niet gebruikt zal worden voor doeleinden waar deze niet voor bedoeld is? (Indien denkbaar: hoe gaat u hiermee om? Indien ondenkbaar: hoe komt dit?)
9. In hoeverre zijn er situaties denkbaar waarin de partnerorganisaties niet op elkaars steun zouden kunnen rekenen? (Hoe komt dit?)
10. In hoeverre vindt er relevante communicatie en informatie-uitwisseling plaats in het netwerk buiten de casus overleggen? (op welke manier/waarom niet?)

11. In hoeverre is de structuur van het netwerk geschikt voor een efficiënte manier van samenwerken?
12. In hoeverre zijn er normen voor samenwerking ontstaan/aanwezig in het netwerk?
13. Wat zijn de voor- en nadelen van de gehanteerde manier van werken en het coördineren van activiteiten?

Spanningsvelden in het netwerk

Efficiëntie en betrokkenheid

14. Wat is uw visie op de snelheid waarmee besluitvormingsprocessen over dagelijkse activiteiten (operationele beslissingen) genomen worden? (casusoverleggen)
15. Wat is uw visie op de snelheid waarmee besluitvormingsprocessen over lange termijn kwesties (strategische beslissingen) genomen worden? (beleid VH)
16. In hoeverre biedt het Veiligheidshuis de mogelijkheid aan (alle) partners om invloed uit te oefenen op de besluitvorming?
17. In hoeverre hebben (alle) partners binnen het Veiligheidshuis gelijke toegang tot relevante informatie?

Interne en externe legitimiteit

18. In hoeverre draagt deelname in het veiligheidshuis voor organisaties bij aan het bereiken van de eigen organisatiedoelstellingen?
19. In hoeverre denkt u dat de activiteiten van het Veiligheidshuis als wenselijk worden ervaren door:
- a. Organisaties waarvan het Veiligheidshuis fondsen/subsidie ontvangt?
 - b. Cliënten?
- (Hoe komt dit?)

Flexibiliteit en stabiliteit

20. In hoeverre kan het Veiligheidshuis zich snel aanpassen aan, of snel reageren op, specifieke situaties of veranderingen?
21. In welke mate hebben de deelnemende organisaties binnen het netwerk de vrijheid om zelfstandig te handelen?
22. In hoeverre wordt er binnen het netwerk gewerkt volgens bepaalde routines?

Eenheid/samenhang en diversiteit

23. In welke mate is er binnen het Veiligheidshuis sprake van een gezamenlijke doelstelling of identiteit?
24. In welke mate verschillen de doelen van partnerorganisaties binnen het Veiligheidshuis van elkaar?
25. In welke mate verschilt de cultuur van partnerorganisaties binnen het Veiligheidshuis van elkaar?

Beschikbaarheid van middelen

26. In hoeverre beïnvloedt het beschikbare budget de manier waarop het Veiligheidshuis functioneert? (doorvragen naar de inrichting/manier van werken en de spanningsvelden)
27. In hoeverre speelt naar uw mening het beschikbare budget een rol bij het effectief presteren van het netwerk? (Waarom wel/niet?)
28. In hoeverre wordt er naar uw mening doelmatig (efficiënt) en doelgericht (effectief) omgegaan met het beschikbare budget (Waarom wel/niet?)

Effectiviteit

29. In hoeverre is er bij de betrokken partners draagvlak voor de werkwijze van het overleg? (Waarom wel/niet?)
30. In hoeverre sluiten de aanpak van de ketenpartners (justitieel en niet justitieel) goed op elkaar aan? (Hoe is dit geborgd?)
31. Wat zijn naar uw mening de sterke punten en de punten waarop verbetering mogelijk is van dit specifieke veiligheidshuis (in bijv. manier van werken of coördinatie van activiteiten)?
32. In hoeverre draagt het veiligheidshuis en de casus overleggen bij aan de bestrijding en voorkoming van criminaliteit en recidive? (Op welke manier?) (Evt. vragen om inzicht op de 4 thema's en reductiecijfers)
33. Kijkend naar de resultaten en activiteiten van het netwerk; In hoeverre zijn er negatieve zaken die ontstaan zijn door het instellen van het netwerk? (of compromissen die gesloten moesten worden door individuele partijen tegenover de situatie van voor het netwerk)

Appendix III: Topic List In-Depth Interviews Network

Participants

- Doel van onze onderzoeken
- Relevantie
- Kenmerken van Veiligheidshuizen vastgesteld middels oriënterende interviews met ketenmanagers. Dit interview is bedoeld om meer inzicht te krijgen in de daadwerkelijke invloeden van structuur en de manier van aansturen op het functioneren en de effectiviteit van een Veiligheidshuis.

Structuur (manier van werken/coördinatie van activiteiten)

1. In hoeverre heeft u een duidelijk beeld van de verschillende rollen, taken en verantwoordelijkheden binnen het veiligheidshuis? (meer specifiek: binnen en tussen de casus overleggen, opvolging)
2. In hoeverre ziet u de doelen van het netwerk als deel van uw verantwoordelijkheid? (Waarom wel/niet?)
3. In hoeverre voelt u zich verbonden met het netwerk - in plaats van deelnemer om eigen doelen te bereiken -? (Hoe komt dit?)
4. In hoeverre is samenwerken in een netwerk en de daarbij behorende structuur geschikt voor het bereiken van de doelen waarvoor een Veiligheidshuis is opgericht? (Waarom?)
5. In hoeverre biedt de werkwijze binnen het veiligheidshuis voldoende mogelijkheden tot het monitoren en beheersen van de verschillende activiteiten? (Indien voldoende: graag toelichten. Indien onvoldoende, hoe gaat u hiermee om?)
6. In hoeverre gelooft u dat de door u verstrekte informatie aan het veiligheidshuis niet gebruikt zal worden voor doeleinden waar deze niet voor bedoeld is? (Indien denkbaar: hoe gaat u hiermee om? Indien ondenkbaar: hoe komt dit?)
7. In hoeverre zijn er situaties denkbaar waarin de partnerorganisaties niet op elkaars steun zouden kunnen rekenen? (Hoe komt dit?)
8. In hoeverre vindt er relevante communicatie en informatie-uitwisseling plaats in het netwerk buiten de casus overleggen-? (Waarom wel/niet?)
9. In hoeverre is de structuur van het netwerk geschikt voor een efficiënte manier van samenwerken?
10. In hoeverre zijn er normen voor samenwerking ontstaan/aanwezig in het netwerk?
11. Wat zijn de voor- en nadelen van de gehanteerde manier van werken en het coördineren van activiteiten?

Spanningsvelden in het netwerk

Efficiëntie en betrokkenheid

12. Wat is uw visie op de snelheid waarmee besluitvormingsprocessen over dagelijkse activiteiten (operationele beslissingen) genomen worden? (casusoverleggen)
13. Wat is uw visie op de snelheid waarmee besluitvormingsprocessen over lange termijn kwesties (strategische beslissingen) genomen worden? (beleid VH)
14. In hoeverre biedt het Veiligheidshuis de mogelijkheid aan (alle) partners om invloed uit te oefenen op de besluitvorming?

15. In hoeverre hebben (alle) partners binnen het Veiligheidshuis gelijke toegang tot relevante informatie?

Interne en externe legitimiteit

16. In hoeverre draagt deelname in het veiligheidshuis voor organisaties bij aan het bereiken van de eigen organisatiedoelstellingen?

17. In hoeverre denkt u dat de activiteiten van het Veiligheidshuis als wenselijk worden ervaren door:

- c. Organisaties waarvan het Veiligheidshuis fondsen/subsidie ontvangt?
- d. Collega's binnen uw eigen organisatie?
- e. Cliënten?

(Hoe komt dit?)

Flexibiliteit en stabiliteit

18. In hoeverre kan het Veiligheidshuis zich snel aanpassen aan, of snel reageren op, specifieke situaties of veranderingen?

19. In welke mate hebben de deelnemende organisaties binnen het netwerk de vrijheid om zelfstandig te handelen?

20. In hoeverre wordt er binnen het netwerk gewerkt volgens bepaalde routines?

Eenheid/samenhang en diversiteit

21. In welke mate is er binnen het Veiligheidshuis sprake van een gezamenlijke doelstelling of identiteit?

22. In welke mate verschillen de doelen van partnerorganisaties binnen het Veiligheidshuis van elkaar?

23. In welke mate verschilt de cultuur van partnerorganisaties binnen het Veiligheidshuis van elkaar?

Beschikbaarheid van middelen

24. In hoeverre beïnvloedt het beschikbare budget de manier waarop het Veiligheidshuis functioneert? (doorvragen naar de inrichting/manier van werken en de spanningsvelden)

25. In hoeverre speelt naar uw mening het beschikbare budget een rol bij het effectief presteren van het netwerk? (Waarom wel/niet?)

26. In hoeverre wordt er naar uw mening doelmatig (efficiënt) en doelgericht (effectief) omgegaan met het beschikbare budget (Waarom wel/niet?)

Effectiviteit

27. In hoeverre is er bij de betrokken partners draagvlak voor de werkwijze van het overleg? (Waarom wel/niet?)

28. In hoeverre sluiten de aanpak van de ketenpartners (justitieel en niet justitieel) goed op elkaar aan? (Hoe is dit geborgd?)

29. Wat zijn naar uw mening de sterke punten en de punten waarop verbetering mogelijk is van dit specifieke veiligheidshuis (in bijv. manier van werken of coördinatie van activiteiten)?

30. In hoeverre draagt het veiligheidshuis en de casus overleggen bij aan de bestrijding en voorkoming van criminaliteit en recidive? (Op welke manier?) (Evt. vragen om inzicht op de 4 thema's en reductiecijfers)

31. Kijkend naar de resultaten en activiteiten van het netwerk; In hoeverre zijn er negatieve zaken die ontstaan zijn door het instellen van het netwerk? (of compromissen die gesloten moesten worden door individuele partijen tegenover de situatie van voor het netwerk)

Appendix IV: Operationalization Table

Concept	Dimension	Indicator	Item
Network Effectiveness <i>"The attainment of positive network-level outcomes that could not normally be achieved by individual organizational participants acting independently"</i> (Provan & Kenis, 2008, p. 230)	Operational level <i>Accomplishment of operational goals (Kenis in: IVA beleidsonderzoek en advies, 2008)</i>	- Resources - Way of working - Systems	1. To what extent are there enough resources (financial, time) available to enable good network functioning? 2. To what extent do the approaches of the partners (social welfare and justice) match? How is this secured? 3. How and to what extent are agreements recorded? 4. To what extent is management information being gathered about the functioning of the case consultation meetings in order to control the effectiveness and efficiency of these meetings?
	Community level <i>The benefits for the broader community, for instance a country.</i> (Provan & Milward 2001)	Accomplishment of national goal of reduction of criminality and recidivism	5. What are the results of the network with respect to the four national themes (youth, habitual offenders, domestic violence, and after care)? 6. To what extent is there a reduction accomplished with respect to criminality and recidivism?
Network integration type (structure) <i>"Integration occurs when organizations that provide services to a particular group work together to coordinate the services these clients need"</i> (Provan & Sebastian, 1998)	Density <i>The number of lines in a graph, expressed as a proportion of the maximum possible numbers of lines</i> (Scott, 2000).	- Participants - Meetings - Communication and information exchange	7. How many partners participate in the network? (Who are these?) 8. How many case consultation meetings are being organized? 9. Who are the (structural/occasional) participants per case consultation meeting? 10. Which participants are most active during the case consultation meetings with respect to information-sharing, case information and execution? 11. To what extent do participants communicate and exchange information outside of the case consultation meetings?

	Centralization <i>Measurement of how tightly the graph is organized around its most central point</i> (Freeman, 1979)	- Coordination - High presence in consultation meetings - Connections to the central actor	12. Can a coordinating party be clearly distinguished in the network? 13. Are there participants that are more dominant in the network as compared to other participants (i.e. by being more often present in the case consultation meetings?) 14. If there is a clearly identifiable central partners, to what extent are the other participants connected to this central partner? (What percentage of the total amount of ties is a tie with the most central actor?)
	Cliques <i>Groups of mutually connected partners within a larger network</i> (Scott, 2000).	- Linking pins - Representatives	15. To what extent do organizations form subgroups with others? 16. To what extent do certain organizations represent others in meetings? 17. To what extent are there process coordinators present in the network? (What do they do?)
Resource munificence	Available resources <i>"The level of [financial] resources available to the network"</i> (Turrini et al., 2010, p. 540).	Financial resources per capita	18. What are the financial resources of the SH? 19. How many inhabitants are there in the municipalities that are involved in the network? 20. To what extent does the availability of resources influence the functioning and the effectiveness of the SH?

Appendix V: Determining Effectiveness²¹

The main aim of these networks is to create collaboration between partners in the crime prevention sector and partners in the care sector. Therefore the following criteria will be used for determining the effectiveness of a network:

- 1) The operational functioning (model of Kenis), which will determine the operational level effectiveness;
- 2) The results on the 4 national themes, as well as the impact on reducing criminality and recidivism, are the indicators for the community level effectiveness.

Operational Effectiveness

Criteria	Low effectiveness	Moderate effectiveness	High effectiveness
Availability of resources	Low	Moderate	High
Alignment of approach between justice and care	Poor	Moderate	Good
Recording of agreements	Little	Moderate	Many
Generation of management information	Little	Moderate	Many

Community Effectiveness

Criteria	Low effectiveness	Moderate effectiveness	High effectiveness
Results on 4 national themes	1 good, rest restricted	1 or 2 good, 1 or more insufficient	at least two good and two moderate, or three good and one insufficient or not monitored
Impact on criminality and recidivism	No (or not monitored)	Low to moderate	Moderate to high

Overall Effectiveness Score

Criteria	Low effectiveness	Moderate effectiveness	High effectiveness
Operational effectiveness	Low to moderate	Low to high	High
Community effectiveness	Low	Low to high	High

²¹ These tables are based on the work of Mannak (2010)

Appendix VI: Overview of Respondents and Other Data Sources

Expert Meetings

Respondent	Position
Amy Groeneveld	Project Employee Quality and Professionalization National Project Development of SHs
John Wauben	Manager SH Tilburg
Shirley van de Laar	Policy advisor SH Oss

Preliminary Interviews

Respondent	Position
Leo Melkert	Manager SH Helmond
Arjan Dijkman	Manager SH Den Helder
Karel van Duijvenbooden	Manager SH Utrecht
Berry Duckers	Manager SH Bergen op Zoom
Johan Bakker	Manager SH Tiel
Annemieke de Winter	Manager SH Oss
Julia Molck	Manager SH Alkmaar

In-Depth Interviews

Respondent	Position
Leo Melkert	Manager SH Helmond
Dirk Snelders	Social worker addiction treatment SH Helmond
Peer Bressers	Case director child protection service SH Helmond
Arjan Dijkman	Manager SH Den Helder
Erwin Hekking	Target group coordinator police SH Den Helder
Evelyn Martier	Social welfare worker SH Den Helder
Tirso Dieleman	Youth probation officer SH Den Helder
Karel van Duijvenbooden	Manager SH Utrecht
Wim van Kreel	Probation officer SH Utrecht
Saskia van Meel	Chairman justice meeting SH Utrecht
Kees Komduur	Police officer SH Utrecht
Berry Duckers	Manager SH Bergen op Zoom
Thomas de Clerck	Chairman care consultation meeting SH Bergen op Zoom
Ronald Verduin	Chairman after care meeting SH Bergen op Zoom
Rosanne Stoffer	Probation officer SH Bergen op Zoom
Johan Bakker	Manager SH Tiel
Angela Koorevaar	Police officer SH Tiel
Noor Smits	Chairman habitual offenders SH Tiel
Gio Barbarino and Casper Reinders	Filtering police officers SH Oss
Paul Craemers	Probation officer SH Oss
Ralf Moonen	Chairman after care meeting SH Oss

Julia Mölck	Manager SH Alkmaar
Plien Kok	Welfare employee addiction treatment SH Alkmaar
Ron Lengers	Police officer SH Alkmaar
Gerrit Visser	Chairman and process director of High risk youth meeting SH Alkmaar

Documents

Document	Information
Annual reports and plans of different SHs	Background, Resources, Effectiveness
Presence information from case consultation meetings	Network Structure
Data table of Raab <i>et al.</i> (forthcoming)	Case selection
Vastpakken en niet meer loslaten (Nelissen onderzoek & advies)	Background, Effectiveness
Vergelijking Veiligheidshuizen	Background, Resources
Programmaplan Doorontwikkeling Veiligheidshuizen	Background
Inventarisatie Veiligheidshuizen	Background, Effectiveness
Summary master thesis Karen Geelhoed and Remco Mannak	Background
Quicksan Veiligheidshuizen	Background
Brochure Veiligheidshuizen	Background
WODC recidivism reports	Background, Effectiveness

Appendix VII: Original Quotes

Illustrative Quotes

- ¹¹. Het belangrijkste is het delen van informatie over de desbetreffende cliënt (Chairman aftercare meeting network Bravo).
- ¹². De informele kant is dat mensen als personen aanspreekbaar zijn en betrouwbaar zijn als medewerkers en dat heeft gewoon te maken toch met mensen aankijken en met mensen een bak koffie drinken en vragen van wil je mij dat stuk toesturen? (Case director child protection service network Delta)
- ¹³. Dat is een beetje de sfeer, cultuur die hier heerst en enthousiasme van, denk ook dat dat aanstekelijk werkt (Probation officer network Bravo)
- ¹⁴. Het is niet zo dat we allemaal mee gaan in de hysterie van een hulpverlener, of van iemand anders die dan heel hoog ach en wee roept (Police officer network Alpha).
- ¹⁵. Nee maar dat heeft ook wel weer met vertrouwen te maken, doordat je iedereen al lang kent en hun werkwijze kent, ja is het vertrouwen er ook wel (Probation officer network Bravo).
- ¹⁶. Doordat je iets op een bepaalde manier gaat doen ontstaat natuurlijk een soort norm over hoe zoiets werkt en uhm, zonder dat dat misschien in een handboek staat (Network manager Golf).
- ¹⁷. Nou ik denk binnen de CO ook wel iets meer informele normen ontstaan (Chairman aftercare meeting network Bravo).
- ¹⁸. Voor je eigen doelen daar zitten, in een fatsoenlijk casus overleg kan dat niet meer (Case direction child protection service network Delta).
- ¹⁹. Organisatie na organisaties is verschillende. Is heel erg verschillend. Je kan de politie niet vergelijken met MW (Probation officer network Echo).
- ¹¹⁰. Ik denk dat er een bereidheid is bij de partners aan tafel om elkaar tegemoet te komen (Chairman aftercare meeting network Echo).
- ¹¹¹. Ik zit dan een beetje de boel op te peppen, en daar wordt ook wel het nu van ingezien en iedereen gaat daar wel in mee. Dus de bereidheid is er (Chairman care meeting network Bravo).
- ¹¹². Nou het is heel duidelijk he er is wel een duidelijke structuur (Welfare employee addiction treatment network Alpha).
- ¹¹³. En daar wordt gemonitord, daar kun je heel goed uit het systeem halen wat besproken is, wie besproken is, door welke partijen. Dat kun je, daar kun je het heel makkelijk monitoren (Probation officer network Echo).
- ¹¹⁴. Partners aanmoedigen om allianties te sluiten en mekaar te vertegenwoordigen (Network manager Alpha).
- ¹¹⁵. Ik vind dat die besluiten vlot genomen worden, dan hebben we ook vastliggen, dat hebben we ook afgesproken (Case director child protection service network Delta).
- ¹¹⁶. Ervaring leert dat, dat wel dingen heel snel geregeld kunnen worden (Probation officer network Echo).
- ¹¹⁷. Ja dat beïnvloedt het effectief presteren daar ben ik wel van overtuigd. De mate waarin je financiële middelen hebt. Want financiële middelen dan zeg ik schuine streep personele inzet. Want dat is het natuurlijk eigenlijk he (Network manager Delta)
- ¹¹⁸. Kijk daarin zitten we dus met een privacy probleem. [...] Justitie mag namelijk, uhm, alleen maar in algemene termen spreken. En wij ook dus (Police officer network Alpha)
- ¹¹⁹. Als ze mensen terugtrekken, dan gaan ze minder plekken bezetten. Dus dat betekent ook daar een inkomstenbeperking. En op een gegeven moment hef je je op. En dan gaat iedereen terug naar zijn eigen plek en dan ben je weer terug bij af. Dan val je gewoon 7 of 8 jaar terug (Network manager Bravo).

Network Alpha

- ^{A1}. Het VH is een netwerk organisatie voor de bestaande structuren om daar je ketensamenwerking wat te versterken (Chairman and process director of High risk consultation meeting).
- ^{A2}. Je meerwaarde bestaat uit het faciliteren van de samenwerking. Je leeft bij de gratie van de partners, en je leeft ook bij hoe goed de partners in de interventies op elkaar afstemmen en uitvoeren ook en dus je bent afhankelijk, in die zin ben je afhankelijk enerzijds de goodwill van de partners en het functioneren van de partners. En jouw bijdrage is dan dat je het mogelijk maakt dat ze zo goed mogelijk functioneren en dat je zo veel mogelijk goodwill creëert maar daar is verder geen hiërarchische bevoegdheid of wat dan ook (Network manager).
- ^{A3}. Ik communiceer me helemaal gek. [...] Er is nu net een nieuwe nieuwsbrief uit. En ja ik neem altijd een stukje ook weer mee ook in de vorm van voorbeelden, en in de vorm van procesbeschrijvingen maar mensen willen dat niet lezen. Dus alles is al tig keer uitgekauwd, en nou ja we hebben ook, ook vraagbaken zat, dus elke deelnemer zou ook een keertje met de voorzitter erover brainstormen hoe zit dat eigenlijk of naar mij toe de deur is eigenlijk vrijwel altijd open. Het is heel laagdrempelig, maar toch de partner neemt de stap op de een of andere manier niet en blijft met een vraagteken zitten. Ja een aantal mensen bereiken we niet dus ik, er zijn haast een aantal deelnemers die dat niet goed weten, van hoe het zit (Network manager).
- ^{A4}. Het is lean ingericht dus ik streef er naar het voorzitterschap te beleggen bij deelnemende organisaties (Network manager).
- ^{A5}. Een aantal overleggen werden voorgezeten door parket secretarissen van het OM. En ik vind dat principieel onjuist omdat een OM is geënt op strafrechtelijke vervolging en dan kan je, dat, dan kan je niet vanuit die identiteit integraal overleg voorzitten. [...] Dus een

gemeente ambtenaar moet dat doen, want die heeft vanuit zijn eigen organisatie die integrale verantwoordelijkheid meegekregen (Chairman and process director of High risk consultation meeting).

A⁶. Toen is er eerst een samenwerkingsverband opgezet om de inzet op elkaar af te stemmen. Maar dat liep nog niet helemaal lekker, want nou ja er waren wat spanningen tussen de verschillende organisaties. Toen heeft gemeente besloten om 1 persoon aan te stellen die zich alleen daarop zou richten. Dus de meldingen kwalitatief beoordelen en dan vervolgens acties uitzetten. En zorgen dat die onderlinge samenwerking op orde was. Dat ging heel goed. Het was duidelijk zichtbaar dat de samenwerking veel beter ging op het moment dat er iemand speciaal op werd ingezet (Chairman and process director of High risk consultation meeting).

A⁷. Je moet die procesbeschrijvingen hebben, waar je dus de procedures van die casus overleggen vastlegt. Deelnemers, doelstellingen, wanneer welke informatie, noem maar op. Dat heb je nodig voor de helderheid (Network manager).

A⁸. Doordat mensen niet bewust zijn van hoe de processen werken en ook niet gedisciplineerd zijn in het volgen van processtappen (Chairman and process director of High risk consultation meeting).

A⁹. En als we met zijn allen vinden van joh dit is eigenlijk ook wel een goede, dan gaat het uitgevoerd worden (Police officer).

A¹⁰. Dat zijn de taken in de maatschappij die die organisaties hebben en dat is dus ook de taak binnen zeg maar de besprekingen (Police officer).

A¹¹. We hebben een aantal kernpartners, politie zoals jullie ook in de analyse hebben aangetoond en visueel hebben gemaakt. Maar daarnaast hebben we ook een aantal partners die alleen maar aanschuiven als er een van hun cliënten op de agenda staat (Network manager).

A¹². De snelheid waarmee besluiten worden genomen is wel redelijk snel, alleen de uitvoering laat nog wel eens te wensen over [...] Maar over wat we wel en niet gaan doen in zo'n situatie, nou dat vind ik wel redelijk snel gaan (Police officer).

A¹³. Er zijn ook heel veel zaken die in dat grijze gebied vallen en dan probeer ik in ieder geval bij mezelf de afweging te maken van maatschappelijk belang, eigen belang, belang van de klant. En dan probeer ik daar puur op eigen normen en waarden een afweging op te maken. Dat zijn wel moeilijke dingen (Welfare employee addiction treatment).

A¹⁴. Nee, ik ben niet terughoudend. Ik deel niet alle informatie, dat is wel zo. Ik bedoel als een kind aangifte heeft gedaan van vermissing van zijn paspoort, dan ga ik dat niet melden aan school. Vind ik namelijk absoluut niet ter zake doende informatie. Ik geef dan ook aan dat ze niet bij de politie voorkomen (Police officer).

A¹⁵. Je merkt gewoon dat door die ketenaanpak weldegelijk dingen gaan lukken [...] dat is een enorme meerwaarde. Ja, informatie delen en dan ook denken van nou als jij dit doet dan doe ik dat (Welfare employee addiction treatment).

A¹⁶. Q: Dus zijn daarom de partners ook automatisch iets terughoudender in het delen van informatie?

A: Ik hoop het niet, want dat is funest voor een casus overleg. Dus je moet wel delen wat je moet, wat je wil delen, wat nodig is om tot een goed resultaat te komen en dat is in eerste instantie een volledige informatiepositie. En of dan de voortgang van de interventies die voor een deel ook privacy gevoelig zijn, nou ja die moet je vrijelijk, vrijelijk binnen de kaders met elkaar delen (Network manager).

A¹⁷. Ik denk dat het ook te maken heeft met [...] in de eigen strategische doelstellingen zich niet bewust is van dat ze een onderdeel zijn van een keten. Dat heel veel mensen nog teruggaan naar het eigen kantoor. En daar toch nog weer als leerplichtambtenaar onderling, of politie onderling, hun eigen taakje oppakken. In plaats van breder... (Chairman and process director of High risk consultation meeting).

A¹⁸. Je zit ook met disciplines om de tafel die eigenlijk toch best wel heel erg vanuit hun eigen hoek naar zaken kijken. En eigenlijk ook wel met verrassende oplossingen komen (Police officer).

A¹⁹. We zijn heel erg op zoek naar de gezamenlijkheid. Ja. En ik denk ook dat dit ook bijgedragen heeft aan wederzijds begrip voor elkaars verschillen (Welfare employee addiction treatment).

A²⁰. Daar zijn enorme verschillen, echt alleen al waar mensen grapjes over maken en waar anderen zich dan op de voeten getrapt voelt. Je mag toch over een cliënt niet zo praten, kan het toch niet hebben over een grietje?! Dus er zijn enorme verschillen, tussen partnerorganisaties. Je hebt de zorg kant en je hebt de harde kant, de politie-kant om tafel en uhh... Een grotere polarisatie van culturen of het op elkaar botsen van culturen bestaat er bijna niet (Network manager).

A²¹. Ik vind dat een grote groep mensen aan tafel in het vhh toch heel erg bezig zijn met de beheersbaarheid he, van de problemen. Dus je hebt het OM, je hebt Justitie, je hebt de Politie en, en, en de Reclassering, dat zijn natuurlijk allemaal partners die, die vanuit een ander kader werken en met een andere opdracht als de mensen die echt puur vanuit de zorg zitten (Welfare employee addiction treatment).

A²². Politie is doen he. Eerst doen dan denken. En je ziet dat de hulpverlening eerst plannetjes maken, denken en dan doen is. Ja en dat kan af en toe wel heel aparte verschillen met zich meebrengen (Police officer).

A²³. Nou goed we hebben een vrij brede doelstelling he van veiligheid nou daar kan bijna iedereen zich in vinden, dat is zo'n gezamenlijke noemer (Network manager).

A²⁴. Ik denk dat je als gezamenlijke doelstelling toch van een maatschappelijke verantwoordelijkheid en ook dat je uitgangspunt is dat je de situatie voor de personen zelf maar ook voor zijn omgeving iets wilt verbeteren (Welfare employee addiction treatment).

A²⁵. Nou weet je ik heb die doelen niet zo scherp op mijn vizier (Police officer).

A²⁶. Dat is een grote bijdrage ja. Anders zouden ze niet komen, anders zouden ze niet participeren. Het is altijd what's in it for me? Dat is altijd het eerste wat je je afvraagt (Network manager).

A²⁷. Je zoekt met zo'n casus overleg en dat creëer je ook een vertrouwensband en ook een soort identiteit, we horen bij het vhh en de mensen die die kennen mekaar ook steeds beter (Network manager).

A²⁸. Nee dit is een redelijk stabiel VH. Absoluut. Dit zijn altijd dezelfde koppen. Maar ik zeg al, ik zit al 8 jaar in deze baan en na verloop van tijd ken je ze allemaal wel. En ze kennen jou ook (Police officer).

A²⁹. De middelen zijn er wel voor met GCOS hebben we ook een betere management outroll, met dat registratiesysteem kunnen we ook beter dat soort dingen tackelen (Network manager).

A30. Je merkt wel dat er nu met de bezuinigingsslag dat mensen ook gewoon onrustig worden. Als er onzekerheid ontstaat over je inkomen, word je onrustig en ga je slechter werk leven. [...] Dus natuurlijk spelen financiële vraagstukken wel een rol. (Chairman and process director of High risk consultation meeting).

A31. Ik ga niet een transitieproces in als je nog niet eens weet hoe het met je financiering staat. En als er financiële onduidelijkheid is moet je dat ook niet doen (Chairman and process director of High risk consultation meeting).

A32. Ik krijg de indruk dat er positieve trends zijn. Maar je ijkpunt voor recidivecijfers is 7 jaar. Dus willen we de methodiek van 2011 echt goed kunnen toetsen dan zitten we ergens tegen 2020 aan voordat we dat weten. Dus echt inhoudelijk als je kijkt naar je effectmeting dan kan je nu nog niets zeggen (Chairman and process director of High risk consultation meeting).

Network Bravo

B1. Want we zijn natuurlijk niets. We zijn geen bedrijf. We zijn geen organisatie. We zijn gewoon een samenwerkingsverband. Ik geef leiding aan mensen aan mensen waar ik niks over te zeggen heb (Network manager).

B2. Mensen willen graag aangestuurd worden en hebben dat ook nodig. Maar je moet het verdienen. Als ik hier als één of andere dwaas hier met de zweep erover loop te bullebakken. Dat kun je in een bedrijf doen waar je op die plek bent gezet waar je de mensen kunt aannemen of ontslaan. Maar ik moet het met een charmeoffensief doen. Mensen moeten er samen met mij in geloven (Network manager).

B3. Dus we zoeken, [...] het is, eigenlijk, ja misschien is het dat, het organische ook wel eigenlijk A wat bij mij past en waar ik ook alleen maar op kan sturen. Ik ben niet iemand van de regels en de lijntjes (Network manager).

B4. Binnen een overleg wordt heel erg gekeken van wat is ieders expertise, hoe nauw is iemand betrokken in een casus, is iemand wel nauw betrokken wordt de informatie die die ketenpartner geeft heel serieus genomen, want die kent de casus (Probation officer).

B5. De verantwoordelijkheid in dat proces, in het geheel, zit dan, zoals wij het hier noemen bij de casusvoorzitters. Die brengen iets in en zijn verantwoordelijk gemaakt voor het juiste proces. Procesbewaking, breng je op het juiste moment juiste informatie in, uhm, is het relevante informatie, uh, doen we daar wel iets mee, doen we daar niet iets mee. Dat zit meer in het overleg gezamenlijk, maar vooral bij de voorzitter uiteindelijk om te zeggen, hier kies ik voor. Daarom zie je dat die voorzitters vaak, niet allemaal, maar een enkele, niet partner gebonden zijn. Maar meer vanuit de, de regiepartners komen (Network manager).

B6. Kijk uiteindelijk is de voorzitter natuurlijk dan wel die beslist van nou we gaan toch zo doen, ook natuurlijk vaak omdat het om justitie gaat. He dus zij is vanuit het OM is zij de voorzitter (Probation officer).

B7. De taakstelling van elke ketenpartner of van de vertegenwoordigers van die partner, dat zal komen vanuit hun eigen core business. Je bent van het, van de GGZ, en dan heb je een functie met een functieprofiel, en waar, waarin ook duidelijk is wat je doet, en, en waar je over gaat. Dat breng je hier in (Network manager).

B8. Casus overleggen dat is meer voor de logistiek moet je maar bedenken, en alles wat daar niet binnen past of wat heel erg [...] wat niet... Criminaliteit is vaak niet te gieten in een structuur (Chairman care consultation meeting).

B9. Bij ons omdat het een vrij klein vhh is, en altijd dezelfde mensen eigenlijk aanwezig zijn is de rolverdeling heel duidelijk, omdat je al jaren met dezelfde personen samenwerkt (Probation officer).

B10. Daar heb ik veel vertrouwen in, ja daar heb ik veel vertrouwen in. Dat heeft ook te maken met vertrouwen.. Of ja, nou zeg ik twee keer hetzelfde. Of degene aan wie je het geeft zal ik het zo zeggen (Chairman care consultation meeting).

B11. Ik denk dat juist daar ook wel de kracht zit doordat je mekaar vertrouwd, dat het veilig is [...] Dat je het ook van elkaar aanneemt en tegen de ander ook durft te zeggen (Probation officer).

B12. Het belangrijkste is het delen van informatie over de desbetreffende cliënt. [...]daarin wordt in feite alles gedeeld. En zo nodig buiten het overleg, dat we er dan wat dieper op ingaan (Chairman aftercare meeting).

B13. Ik sta aan de automaat met de officier, en dan maak je een praatje. Er is soep tijdens de lunch, daarnet zaten mensen gewoon inhoudelijk zaken uit te wisselen weet je wel... En dan denk ik van dat is goed besteed dat geld (Chairman care consultation meeting).

B14. Ik merk dat ik soms wel benaderd wordt van dit en dit is aan de hand. Dan merk ik dat ik altijd even moet schakelen van ben jij een ketenpartner? Mag ik wel of geen informatie uitwisselen? Daaraan zie je ook dat verschillende ketenpartners zich op een bepaalde manier opstellen. [...] Dus je ziet ook een soort van eigen beleving, of eigen invulling (Chairman care consultation meeting).

B15. In het kader van de privacy hebben we afgelopen jaar ook het een en ander moeten aanpassen. JCO (Justitieel Casusoverleg voor Jeugd), zeg maar dat was voorheen, daar werden ook alle leerplichtzaken besproken maar dat hebben we nu moeten loskoppelen. Omdat het CPB heeft gezegd dat mag niet, jullie mengen verschillende informatiebronnen met elkaar, enerzijds een zorg bron en het andere is een justitiële bron (Network manager).

B16. Kijk het vhh is ook een beetje over je schutting heen kijken he. Vergelijk het met een ziekenhuis, een hartchirurg moet ook niet ineens wat vinden van een, nouja noem een ander specialisme. Maar je mag wel iets samen vinden en denken, en dat is de kracht hier (Chairman care consultation meeting).

B17. Dat is een beetje de sfeer, cultuur die hier heerst en enthousiasme van, denk ook dat dat aanstekelijk werkt. De voorzitter van bijvoorbeeld het veelplegers overleg die gaat er de volle 200% voor, en dat werkt aanstekelijk ook (Probation officer).

B18. Er is geen sprake van een concurrentiemodel binnen dat VH. Het is niet het afvangen van elkaars uhm, cliënten ofzo (Chairman aftercare meeting).

B19. Het voorkomen van eerste justitie-contacten, dat is echt ons ding. Dat willen wij met z'n allen, dat is ook echt waar. Als er maar een vermoeden is van deze jongen gaat afglijden, dan wordt dat nagetrokken en dan gaan we dat echt bekijken, daar wordt hard voor gewerkt (Chairman care consultation meeting).

^{B20}. Dat is natuurlijk ook een doel van de reclassering he, dus dat sluit eigenlijk helemaal aan. Dus wat dat betreft ja zit je als reclassering ja ga je gewoon verder met je eigen werk, ik zit hier natuurlijk gewoon mijn eigen werk te doen, en daarnaast werk ik natuurlijk ook voor het vhh maar dat sluit naadloos aan (Probation officer).

^{B21}. Wij zitten ook maar bij elkaar over een zaak te praten en we zijn allemaal heel erg betrokken, de betrokkenheid is heel hoog, wij willen met zijn allen niet in de klad komen. Wij willen niet [...] het vhh was met die zaak bezig maar nou heeft die meneer zelfmoord gepleegd, ja dat willen wij niet daar zijn we toch wel een beetje angstig voor (Chairman care consultation meeting).

^{B22}. Dat is ook wat de mensen hier zeggen. Ik ben zo veranderd sinds ik hier werk, ik weet zoveel meer dan toen ik hier kwam. En niet zozeer van mijn eigen werk, maar ik weet veel meer waar mijn werk in thuishoort. In de wereld waarin het zich bevindt (Network manager).

^{B23}. Het is natuurlijk een groot verschil tussen zorg en justitie he, je hebt strafpartners en de zorgpartners. Daar zit natuurlijk een verschil in. [...] het zijn [...] andere typen mensen wil ik niet zeggen, maar het is toch een andere insteek, het is een wat, misschien wat zachtere insteek vanuit de zorgpartners dan van de strafpartners. We zijn dan misschien toch net wat harder uhh ja denk dat daar wel iets verschil zit (Probation officer).

^{B24}. Dat is toch deels door het respecteren van elkaars opvattingen. En toch ook wel dat je met elkaar toch zoekt naar mogelijkheden van ja wat kunnen we dan wel delen met elkaar (Chairman aftercare meeting).

^{B25}. Het PIX-systeem is natuurlijk wel een heel handig hulpmiddel. Waardoor je niet allemaal zelf aantekeningetjes hoeft te gaan maken van dat moet ik dan doen voor dat overleg, dus dat is wel een heel fijn hulpmiddel (Probation officer).

^{B26}. Ja natuurlijk dat gaat een rol spelen. Als je bepaalde dingen niet meer kan doen, dan heb je er geen zicht op. Dus dan mis je wel het totaalbeeld. Dus daarom dat ik ook vooral met de netwerkpartners blijf praten over, van ja wat wil je dan bereiken? En misschien zijn er gewoon dingen bij waaraan je iets meer moet gaan betalen (Network manager).

^{B27}. Binnen de jeugdhulpverlening komt een hele stelselverandering. Dus wat je ziet is dat die mensen ook allemaal afwachten, die zitten allemaal het geld binnen te houden en zich in positie te brengen (Chairman care consultation meeting).

^{B28}. Meten, ja dat is heel lastig.. Ik kan hier geen lijstjes boven tafel halen van door het plantje zoveel water te geven is hij nu uitgegroeid tot een stevige boom of is hij verwelkt en ziet het er niet uit voor de maatschappij (Chairman care consultation meeting).

^{B29}. Ik kan goed slapen als de mensen zeggen ik ben trots op wat ik doe hier. Dat is veel belangrijker dan kijk ons eens cijfers dit of cijfers dat. Is ook belangrijk. Maar als de mensen trots zijn op wat ze doen en zich goed voelen en daar nog meerwaarde uit kunnen generen en dat naar mij noemen. [...] Als dat in die mensen zit die hier werken, dan denk ik nou van dan kan ik gerust slapen (Network manager).

^{B30}. Absoluut, daarom dat we, dat jullie ermee bezig zijn en we zijn ook in een werkgroep samen met [Name of other SH] bezig met de effectiviteit. Om met name ook daar, in de ICT, dingen in te zoeken van hoe kun je dat nu aantonen. Wat is effectiviteit?

Network Charlie

^{C1}. Het is natuurlijk als discipline is het ook je hebt taak om aan te geven waar je mee bezig bent en wat je mogelijkheden zijn. Bedoel hij kan wel zeggen dat ik omhoog moet springen maar als dat niet binnen mijn werk past dan zeg ik dat, dan geef ik dat ook aan van ik kan niet omhoog springen dan moet je iemand anders hebben (Youth probation officer).

^{C2}. De ketenmanager die zit daar natuurlijk vanuit zijn professie van jongens ik wil hier gewoon in [plaatsnaam] geen criminaliteit meer, nou dat is een goal. Als je dat kan bereiken door bijvoorbeeld meer aan te sturen op actie, ja dan, dan kan hij daar wel zeggen van jongens leerplicht ik wil dat jullie nu die jongere op gaan roepen en zo snel mogelijk met hem aan de gang gaan (Youth probation officer).

^{C3}. De ketenmanager, de ketenmanager, want die is meestal ook al voorzitter van en die delegeert dat dan aan zijn ondergeschikten. Er zit altijd een kernteam en daar kunnen zaken rechtstreeks neergelegd worden (Target group coordinator police).

^{C4}. Het is altijd op formele basis, formeel gaat niet, er gaat altijd een formele werking vanuit. Als iemand geplaatst moet worden, dan gaan we de parketten informeren, gaat het om minderjarigen, dan gaan we het uiteraard komen de crisisteams van bureau jeugdzorg, daar hebben we onze ingangen, in het verleden was dat wisselend, de aanpak, maar nu is dat steeds duidelijker (Target group coordinator police).

^{C5}. We hebben natuurlijk wel processen betreffende nazorg, hoe we dat aansturen, of HG, eengerelateerd geweld. Daar zijn wel globale processen voor vastgelegd. [...] Geen casus is hetzelfde en geen casus vraagt hetzelfde. Het is allemaal maatwerk. Dus het is goed als je blauwdruk hebt, maar verder moet je ook niet echt gaan zeg maar. Hoe meer je afdekt met tekst hoe minder efficiënt je kunt zijn (Network manager).

^{C6}. Nou die kunnen veel meer op de inhoud gaan zitten, regie op het proces. Het zegt het al. Dat schiet mij wel eens te kort. Dat zeg ik ook wel eens eerlijk (Network manager).

^{C7}. Nou een heel duidelijk [beeld][...]. Nou ja omdat je elkaar kent, maar ook omdat dat natuurlijk iedereen zit daar vanuit zijn eigen discipline (Youth probation officer).

^{C8}. Nee het is niet altijd 1 partij. We kijken wie met zo iemand bezig is en [...] zo werken dan. Die komen naar het casus overleg (Social welfare worker).

^{C9}. Je werkt altijd in een grijs schemergebied qua informatiedeling. We hebben een goed privacy convenant, daar kunnen we een hele boel schakelen. [...] Maar het moet niet zo zijn dat mensen in verweer schieten om achter de privacy wetgeving zeg maar. Dat moeten we te allen tijde zien te voorkomen dan gaat de hele effectiviteit eruit. [...] Er is aandacht voor en we praten er goed over, maar er is geen protocol van hoe deel je informatie buiten het casus overleg met elkaar (Network manager).

- C10. Nee er wordt zeker wel hele goed dingen gedaan ook zonder de officiële overleggen zeg maar. [...]Maar dat is dan meestal moet je dat zien in de nou ja de wat simpele gevallen (Network manager).
- C11. Kijk ik weet ook dat die, stel dat ik daar informeel informatie geef over inhoudelijk over een zaak dan weet ik ook dat dat niet buiten de deur besproken wordt (Youth probation officer).
- C12. Kijk, ik werk natuurlijk en als ik, ik zit met politie, ik ben hulpverlener. Ik ga niet alles delen. En ik bedoel, het is gewoon ook terecht. Politie moet zijn werk doen toch. Ik ben hulpverlener. Ik ga niet zeggen ik was daar en ik ga vertellen dat hij drugs heeft (Social welfare worker).
- C13. Ik wil daar gewoon graag bij zijn omdat ik het (a) interessant vind en (b) mijn drempel ten aanzien van mijn eigen werk ook verlaagt. Dat zeg ik, ik heb gewoon een aantal hele complexe zaken, dus ik vind dat gewoon prettig om die partners daar 1 keer in de 2 weken of 1 keer in de week te zien (Youth probation officer).
- C14. Nou ja kijk dat zeg ik, er zitten een aantal disciplines zoals leerplicht en wij die daar echt met duidelijke kaders zitten maar er zitten natuurlijk ook disciplines die, die bijvoorbeeld de verslavingszorg die op vrijwillige basis werken. Kijk en de politie heeft natuurlijk ook een duidelijke visie (Youth probation officer).
- C15. Ik ben weleens vastgelopen in, in, in die zin dat het inderdaad, dat ik vond dat een jongere behandeld moest worden, en ja dan, dan had ik een beetje een conflict met iemand van de verslavingszorg en dat heb ik op een gegeven wel aangekaart bij het vhh bij de ketenmanager, en die heeft toen ook een aantal disciplines bij elkaar geroepen en gezegd van jongens we moeten overleggen met elkaar want het gaat niet goed (Youth probation officer).
- C16. Uit de diverse onderzoeken in den landen is naar voren gekomen dat procesregie, dat dat toch wel een belangrijk item is binnen het VH. Het zou toch wel mooi zijn als je aantal procesregisseurs zou kunnen hebben zeg maar (Network manager).
- C17. Zaken die dus vanuit het vhh worden opgepakt worden aangestuurd vanuit het vhh, dat monitort vanuit het GCOS-systeem. Deelverzoek aan mij of aan andere ketenpartners uitgezet, je krijgt een mail binnen in je mailbox met de onderzoeksopdracht, of het verzoek tot (Target group coordinator police).
- C18. Nou bijvoorbeeld we hebben de gemeente die subsidieert een helemaal instellingen hier, bijvoorbeeld maatschappelijk werk, kijk die wordt gekort met een heel groot budget. Dat betekent dat we dus ergens... Er zal een bepaalde werkzaamheid, er zullen bepaalde dingen af gaan vallen. Dus dat doorverwijzen naar maatschappelijk werk dat zal in de toekomst moeilijker gaan worden (Target group coordinator police).
- C19. En dan zie je op een gegeven moment in het proces van he er zitten meerdere partners in, die dus onbekend zijn gebleven (Target group coordinator).
- C20. Ja het is natuurlijk heel moeilijk te meten.[...] Ja dat blijft natuurlijk, je hebt het wel over mensen en het is gewoon heel moeilijk te meten (Youth probation officer).
- C21. Wat ook een in samenwerking met de gemeente, laten we maar eens een enquête in de bewonersbuurt laten versturen, omdat daar volgens de inwoners veel overlast was. En uit de cijfers bleek dat dus niet. Om eens te kijken als we ze gaan aanpakken, wat wordt er dan ervaren? (Network manager).

Network Delta

- D1. Want het typische van een vhh is dat het een eigen organisatie heeft, maar in feite... Ja, amper autonomie heeft (Case director child protection service).
- D2. Jij zegt bij de instelling van een VH he, men waakt ervoor, dat lees je en dat wordt ook wel geroepen van, uhm, het gaat institutionaliseren. En daarvoor moet je waken dat je dat dus niet gaat doen. Wij zijn geen instituut, wij maken geen beleid, we hebben geen grote overhead, daar moeten we echt voor waken (Network manager).
- D3. Je zit soms op een hele eenzame plek hier, want ik ben van niemand, ik verantwoord me alleen maar aan die stuurgroep, dat geeft ook wel een makkelijke positie he, zo van als partijen iets roepen zeg ik van ja kun je bij mij zijn, maar volgens mij moet je bij je eigen organisatie aan de slag gaan. [...] Maar soms denk ik wel van ik krijg het niet geregeld, dat is dan een mission impossible (Network manager).
- D4. Procedures, bijvoorbeeld de routing van stukken, routing van casuïstiek. Ik denk dat dat proces he, dat is toch je basisproces, dat dat op zich goed is ingeregeld en voldoende bekend is bij alle partijen hoe het werkt. Maar daar kijken we ook naar van kan het slimmer, of kan het anders (Network manager).
- D5. Die hebben wel die coördinerende rol in die zin zeg maar. Die houden tijdens het overleg PIX bij en die laten het zien en schrijven alles op. Eigenlijk meer de notulen en het verwerken van informatie doen hun. En het verspreiden van informatie mocht dit nodig zijn. Maar het zou ideaal zijn als wij allemaal in dat systeem kunnen (Social worker addiction treatment).
- D6. En dan merk je gewoon dat dat niet altijd optimaal loopt, omdat er wisselingen zijn van mensen vanuit een bepaalde ketenpartner of omdat mensen gewoon niet helemaal helder hebben van wat mag ik zeggen bijvoorbeeld he vanuit privacy oogpunt. Dat is ook een heikel punt. [...]En daar zou een proces manager gewoon oog op moeten hebben. Dat is ook iemand die ja maatschappelijke ontwikkelingen moet weten of die moeten weten wat komt er vanuit Den Haag voor nieuwe voorschriften of wijzigingen aan. [...] En daar moet je een voorzitter van het casus overleg niet mee lastig vallen (Network manager).
- D7. Ja vooral eigenlijk voorzittersrol. Is eigenlijk wel belangrijk. [...] en dat is eigenlijk meer gewoon het leidende van oké beginnen hier. En we houden de tijd in de gaten en dat. En verder is het, ja, die rol in de andere overleggen, als [naam] er niet is wordt die gewoon

moeiteloos door iemand overgenomen. In die zin dat het ja eigenlijk is iedereen vrij gelijkwaardig in het overleg. En is het puur echt een beetje om even wat leiding te geven en af en toe wat structuur aan te brengen (Social worker addiction treatment).

^{D8}. Ja maar ook de manier waarop denk ik hoor. Ik bedoel, echt, heel erg veel belang hecht aan het netwerk en partners heel serieus nemen, waardoor je je heel betrokken voelt. Dat doet zij ook heel erg. Altijd wel heel positief en heel pro actief kijken. En met het nodige enthousiasme dat brengen is ook wel belangrijk. Dus dat is wel echt een kwaliteit. Dat is wel echt een meerwaarde laat ik het zo zeggen (Social worker addiction treatment).

^{D9}. 1 overleg datzelfde trajectberaad waar ik voorzitter van was, daar heb ik gemerkt dat ik vond dat datgene wat we binnen het overleg voor elkaar kregen, dat het rendement op een gegeven moment behoorlijk laag was. En die mensen bleven komen, [...] op dat niveau bestaat loyaliteit enigszins maar ook weer niet zo dat je mensen maandenlang binnenhoudt als ze er geen zak meer aan hebben. Toch bleven die mensen komen, en naderhand is dat ook wel weer gekanteld, maar die mensen hebben dus die adem, dat vond ik wel prettig om te merken. Dus is er draagvlak? Ja. [...]er is zelfs, er is echt commitment (Case director child protection service).

^{D10}. Het veelplegersoverleg is het qua delen is het heel erg open. En dan zijn er ook weinig bezwaren. Kijk daar zit politie bij. En ik ga niet als ik weet dat een cliënt van mij een diefstal heeft gepleegd, [...] dat ik denk politie zit erbij, dat ga ik maar niet zeggen. Dat gebeurt niet. Dus daar is gewoon openheid van zaken (Social worker addiction treatment).

^{D11}. Als een partner zegt van ja ik kan dit echt niet delen, ja dan moet je toch echt van goeden huize komen, vind ik hoor, om de afweging te kunnen maken om te zeggen van dit deel ik niet. Want, en dat is die nieuwe wind die er waait, dat is vooral ook vanuit de zorgkant bekeken, het hoogste belang is het welzijn van de cliënt. Dat is het hoogste belang. Daarvoor ben je met zijn allen bezig. Dat is het hoogste belang. Er is geen organisatiebelang, of landsbelang, belang van het welzijn van de cliënt. Daar draait het om (Network manager).

^{D12}. Omdat er eigenlijk altijd wel een, altijd gekeken wordt van wat, wat zijn de mogelijkheden en wat gaan we dan inzetten en wat denken we gezamenlijk dat het beste is. kijk als er mogelijkheden zijn voor zorg, dan zeggen we van oké dan gaan we dat doen en gaan we dat proberen en als dat mislukt, dan gaan we een andere weg doen (Social worker addiction treatment).

^{D13}. Dan kom je misschien op een heel menselijk niveau, ook bijvoorbeeld het grapjes maken over dingen die je aantreft in je werk en over mensen. Ik vind dat dat mag, en ik vind dat dat in een aantal gevallen niet mag, en dan zie ik mensen dat wel doen en dan denk ik van hier ga ik niet bij staan (Case director child protection service).

^{D14}. Straf is een eigen cultuur, ik ben daarvan, ik ben van het OM, ik snap hoe ze denken. [...] het is ook wel een instantie die hun koers uitstippelt en ze gaan ervoor he. [...] Men propageert absoluut maatschappelijk bewust bezig te zijn en dat zijn ze ook. Maar wel vanuit hun eigen expertise, het vangen van boeven. [...] Aan de andere kant denk ik van maatschappelijk werk jullie hebben ook een kerntaak, hulp en zorg verlenen. En nu is de truc, kan dat nu in elkaar grijpen? Dat is toch ingewikkeld. Want dat zijn twee verschillende werelden, twee verschillende bloedgroepen. Dat is lastig, daar ligt de uitdaging (Network manager)

^{D15}. Maar het gezamenlijke doel is smeerolie, meer contact, sneller je doelen bereiken en een meerwaarde in je doelen te krijgen die je alleen nooit zou kunnen krijgen als je alleen als organisatie zou opereren. En dat doe je vanuit je instellingsdoelen. Want ik mag mijn instellingsdoelen nooit loslaten, die laat ik nooit los ten faveure van de politie (Case director child protection service).

^{D16}. Ik vind dat zij dat ruim voldoende faciliteren, en die structuren die liggen er. Ik vind ze echt onmisbaar geworden (Case director child protection service).

^{D17}. En we hebben natuurlijk vroeger PIX en GCOS, die maken ook zelf koppelingen. In die zin worden die koppelingen wel gemaakt (Case director child protection service).

^{D18}. Men ziet het als extra werk. Dan denk ik van nee het is niet extra werk, het is je werk. En dat wordt dus ook ingegeven door het feit dat mensen ook door hun werkgevers, dat die allemaal ook aan het kijken zijn van wat is onze corebusiness, in het kader van de recessie (Network manager)

^{D19}. Het onderbuik gevoel geeft aan dat het toch wel slim is om met meer partijen om de tafel te zitten en met elkaar af te stemmen. [...] En nu krijgen we de opdracht van ja toon het nu maar eens aan dat het slim is om te doen. We zijn nu ook een beetje, en dat ligt ook in jullie straatje als onderzoekers, je moet het aantoonbaar maken dat het meerwaarde oplevert. Nou toon het maar aan, ik wens jullie heel veel succes (Network manager).

Network Echo

^{E1}. Directeur omdat wij denk ik als enige, nou er komt er nog eentje aan, enige in het land een stichting zijn, daar is 5 jaar geleden nadrukkelijk voor gekozen. Dat betekent dat je ook een eigenstandige positie binnen die stichting hebt. Coördinerend, omdat ik over een aantal organisaties in dat netwerk geen functionele bevoegdheid hebt, maar wel een coördinerende taak (Network manager).

^{E2}. De stichting heet ook Stichting Beheer en Exploitatie, dus het is puur faciliterend dat het netwerk kan werken (Network manager).

^{E3}. Maar wat heel belangrijk is, is de inbreng van de politie. De meeste casussen worden door ons aangebracht en besproken. Misschien heel zelden dat bijvoorbeeld Bureau Jeugdzorg zegt van, ik heb dit en dat meegemaakt. Misschien komen ze wel om informatie te vragen over bepaalde zaken, en daar blijft het ook bij (Filtering police officer 1).

^{E4}. Dat moeten wij ook wel he, wij moeten vooral van tevoren al inzicht hebben in wie wat kan doen. Kijk in de loop van de 8 jaar dat wij, we zitten niet zo dat we 2/3 maanden in het vhh zitten. We zitten er nu ondertussen ruim 7 jaar in. Dus als je die vraag 7 jaar geleden had gesteld had je een ander antwoorde gekregen da nu. We weten eigenlijk wel aardig goed, meer dan aardig goed, [...]maar we weten donders goed wat iedere instantie doet. En wat iedere instantie kan betekenen voor ons [...] de casussen (Filtering police officer 2).

^{E5}. Voor de jeugdzaken bijvoorbeeld is het belangrijk dat we de tijd een beetje in de gaten houden. Jeugdzaak moet heel snel opgepakt worden. Betekent dus dat we als we de verklaring opgenomen is van de verdachte, [...] moet binnen een maand moet die zaak, vanaf

moment dat de verdachte de verklaring heeft afgelegd, moet hij gewoon afgerond zijn. [...] Dat betekent dat die zaak ook gemonitord wordt door ons. Wij houden dat in de gaten (Filtering police officer 1).

^{E6}. In het VH. De nazorgoverleg, en de veelplegersoverleg dat is vast protocol. Dat [informatie] wordt op een bepaalde manier aangeleverd en je wordt geacht daar op eenzelfde manier op te reageren (Probation officer).

^{E7}. Aan de andere kant is het denk ik ook wel je taak als voorzitter om de mensen gemotiveerd te houden en zorgen dat ze hun verantwoordelijkheden nemen. Ja en af en toe moet je mensen daar ook op aanspreken op het moment dat dat verslapt (Chairman aftercare meeting).

^{E8}. Verantwoordelijkheid van de mensen die aan tafel zitten om de informatie compleet te maken. [...] Dus een eigen verantwoordelijkheid en daarnaast denk ik dat het nieuwe systeem GCOS, daar ook wel een helpende factor in is (Chairman aftercare meeting).

^{E9}. Dan ga je als werker heel voorzichtig zijn wat je aanlevert. Want wat je aanlevert kun je landelijk inzien. [...] Wat lever ik aan over welke klant. Want dat is altijd terug te traceren naar mij. Dat hoeft niet per definitie erg te zijn. Maar je wordt wel nog zuiverder op van wat doe ik wel en wat doe ik niet. Wat zeg ik wel. [...] Dat is niet om dingen achter te houden, maar je hoeft niet alles. Het is ook niet in het belang van de klant om alles maar op tafel te gooien. Dat is even de essentie denk ik (Probation officer).

^{E10}. Bewust informatie niet delen, nee zo ver ik het weet niet. Kijk de enige informatie die niet gedeeld wordt is bijvoorbeeld de reden van het delict zeg maar. Dus waarom is iemand gedetineerd geraakt? Dat is een regel (Chairman aftercare meeting).

^{E11}. Je hebt altijd te maken met verschillende persoonlijkheden, verschillende organisaties, aparte doelstellingen daarin ook. Dus het is ook een beetje een puzzel he, en je moet zorgen dat het werkt. Ja en goed als jij mensen hebt, onafhankelijk van de organisatie die ze vertegenwoordigen en je hebt mensen die dan wel willen kijken naar het compromis en willen kijken naar het gezamenlijke belang. Kom je daar wel aan uit (Chairman aftercare meeting).

^{E12}. Dan wordt er een compromis gesloten in de zin dat jij toch die doelstellingen van het VH kan behalen. Zo heb ik het bedoelt. [...] Die zijn daarin leidend (Chairman aftercare meeting).

^{E13}. Als je bij een casus zit, kijk je met je ogen vanuit je eigen organisatie. Je kijkt met jouw ogen naar die casus. Dat is ook het begrip wat je voor elkaar hebt moeten ontwikkelen gedurende die jaren. Dat je je realiseert dat een, een partner met andere ogen naar een zaak kan kijken dan jij. [...] Nou en als je dat op elkaar af weet te stemmen, dus zorg, en dat repressieve kader... Dan sta je voor hetzelfde. Uiteindelijk wil je hetzelfde (Filtering police officer 2).

^{E14}. Als je er niet over praat sluit het niet aan, maar als je erover praat kan het heel erg aansluiten. [...] Dus dan heb je, uh, als je er niet over praat zijn het twee losse dingen, maar als je erover praat en je werkt samen, dan zit er een symbiose. Dan heb je ook net dat stukje hier, daar heb je overlap en daar zit de meerwaarde. [...] De een kan daar de ander in beïnvloeden (Probation officer).

^{E15}. Ja er zijn duidelijk hiërarchische structuur, met name in de justitiële keten, en in de zorg kun je heel flexibel zijn (Network manager).

^{E16}. Kijk ik weet niet alle accenten van bijvoorbeeld bij de politie. Maar daar kom ik in de samenwerking wel achter. Als er dan dingen spelen. Plus je hebt openheid, er zijn korte lijnen. Ik moet zeggen het werkt hier heel prettig. En dan loop je gewoon bij elkaar binnen en dan ga je met elkaar daarover in gesprek (Chairman aftercare meeting).

^{E17}. Het is heel belangrijk als jij, als er voor een klant bijvoorbeeld een, een, diagnose bekend is. Die kan drie jaar oud zijn, dan is hij op papier niet meer bruikbaar zijn, want hij mag niet ouder zijn dan een jaar. Maar hij zegt wel iets. Dus als ik tegen iemand van MW zeg, dit en dit speelt er. Er is een diagnose dit en dit speelt er, maar drie jaar geleden, waarschijnlijk, een groot deel zal nog wel, hetzelfde zijn. Maar dat ga ik niet zwart op wit zetten want het is drie jaar oud. Terwijl een medewerker of een collega dan wel weet oké daar kan ik rekening mee houden (Probation officer).

^{E18}. Ik denk dat er een bereidheid is bij de partners aan tafel om elkaar tegemoet te komen. Rondom hetgeen wat nodig is (Chairman aftercare meeting).

^{E19}. Want ik merk het wel dat ze hier voor het belang hier zijn en niet alleen voor het belang van hun eigen organisatie. Omdat ze heel open en toegankelijk zijn. Ook buiten het overleg. Ze staan altijd wel klaar om mee te denken met je. Geeft ook een schat aan waardevolle informatie en ze zijn ook wel uhm, bereid om dat stapje extra te lopen, te doen. En te nemen (Chairman aftercare meeting).

^{E20}. Bezuinigingen zijn nooit goed voor dit soort organisaties. [...] terug naar de basis, terug naar af (Filtering police officer 2).

^{E21}. Zou ik op dit moment niet zo gek veel aan veranderen. Dat loopt. Voor mijn gevoel loopt het lekker (Chairman aftercare meeting).

^{E22}. We genereren al best veel informatie, we kunnen steeds meer genereren. Ik heb nou ook een criminologe 2 dagen per week in dienst die is, die systematiek nog eens helemaal aan het opzetten (Network manager).

^{E23}. Ja op zich de cijfers van het vorig jaarverslag waren gewoon uitermate positief. We hebben een laag cijfer qua recidive. Dus in dat opzicht denk ik dat wij uhm een goede invloed hebben (Chairman aftercare meeting).

Network Foxtrot

^{F1}. Er is gekozen hier de bestuursvorm door te zeggen van een vertegenwoordiger van de politie, een van de gemeente en een van het OM. Dat driemanschap het vhh te leiden (Network manager).

^{F2}. Het OM is eigenlijk een beetje afgehaakt, dat wil niet zeggen er zijn geen overleggen met het OM maar die is niet hier dagelijks. [Name] van de gemeente die is vorig jaar in augustus ziek geworden, en de enige die overbleef was ik. [...] Maar goed op een gegeven moment lag er wel heel veel op mijn schouders, terwijl ik dit ook maar voor de helft van mijn tijd doe, want voor de rest doe ik nog andere dingen. Dus operationeel wil wel zeggen dat er soms dingen even wat langer blijven liggen (Network manager).

^{F3}. Ik vind dat heel open. Dat is echt een heel open overleg hoor. Daar is geen strijd of, of haantjesgedrag, helemaal niet. Er wordt gewoon echt heel goed naar die casus gekeken wat is nodig voor dit gezin (Police officer).

F4. Het is echt aan de ketenregisseur om daar dan een knoop door te hakken, zo van zo gaan we het doen, want de meerderheid denkt dat (Chairman habitual offenders).

F5. De rollen goed beschreven en ieders taakopvatting staat in het convenant dat we bij aanvang van het VH gesloten hebben en in de verschillende privacy convenanten. Over hoe de werking van de individuele kamers is, daarin staat beschreven ieders rol en taakopvatting. [geeft ook boekje met beschrijving hiervan] [...]Deelnemers aan het overleg (Chairman habitual offenders).

F6. Dit is eigenlijk de structuur waar volgens we werken. Heel vaak doorbreken we die structuur, want er zijn al heel veel dingen geregeld. Maar dit is de basis structuur van waaruit we werken (Chairman habitual offenders).

F7. We passen het artikel 5 weleens toe. Ken je dat? Door de vingers kijken, dat is artikel vijf zeg ik dan. We kijken door de vingers heen. Dat we even zeggen ja, voor deze situatie de wet is de wet, maar we gaan het even anders doen (Chairman habitual offenders).

F8. Ja natuurlijk werken wij volgens bepaalde procedures. Manier waarop zaken binnenkomen. Die zijn niet altijd beschreven maar gaan wel altijd op een vaste manier (Police officer).

F9. Er is wel eens een keer discussie over, maar dan is het meer omdat er zeg maar ooit een basale afspraak is gemaakt dat als het strafrecht in een HG is, dan is die voor slachtofferhulp qua zorg. En als er geen strafrecht is, dan is hij voor MBZ. Dat is een hele rare keuze die ooit gemaakt is, omdat juist MBZ de kundige is en die veel breder kan doorverwijzen (Police officer).

F10. Doordat zij hier. Kijk laat ik zo zeggen, vanuit de politie worden zij al regelmatig gevoed door de jeugdcoördinatoren en door die meldingen die ze krijgen. Maar hier kunnen ze wel een breed netwerk zeg maar, informatie krijgen die ze kunnen gebruiken in hun eigen inzet (Police officer).

F11. Ik kan iedereen en alles bellen he. Snap je wat ik bedoel, ik heb vooral een afstemmingsbelang, om te voorkomen dat die recidive komt. En daarbij zijn die zorgpartners heel belangrijk, maar kan ik ook justitie inzetten. Terwijl die hulpverleners, nou ja wat ik net schets. Zo'n GGZ zegt ik ben voor die moeder en daar is BJZ voor. Dan probeer je zo iemand te masseren van ja daar daar en daarom. Als dat niet werkt bel je zelf naar BJZ (Police officer).

F12. Iedereen verdedigd toch zijn eigen vesting. Dat moet ook. Maar binnen die verdediging moeten soms gaten worden geslagen. En de grote van het gat kan soms heel erg verschillen. [...] Soms moeten we ze open rammen (Chairman habitual offenders).

F13. We hoeven niet de inhoudelijke behandeling. Absoluut niet. Interesseert me helemaal niks. Ik wil alleen weten wie er binnen is en of tie in het traject is daar. Maar dat is al een moeilijke vraag voor hun soms om te beantwoorden (Police officer).

F14. De druk wordt opgevoerd. He als hij wat doet dan kun je niet achterblijven zeg ik ook weleens he. Kom op wat heb je in de aanbieding? (Chairman habitual offenders).

F15. A: Maar het vertrouwen wat je geeft als groep [...] dat is belangrijk om een werker die informatie te laten geven dat hij denkt dit komt op een plek waar het goed is. [...] we zijn heel saamhorig met elkaar. Dat heeft enige tijd geduurd. Zeker de uitwisseling justitie, politie en zorg. Omdat de zorg heel erg het idee had ik verraad mijn cliënt aan justitie. En justitie altijd de, de, de houding had ze willen ons niks vertellen. [...] Dus dat beet elkaar. Nu zit het door elkaar heen en is er van die oude angst geen sprake.

Q: En hoe komt dat denkt u?

A: Ik denk dat komt door het feit dat de zorg nu ziet dat ze veel meer kunnen bereiken als ze het in een verplicht kader van justitie krijgen. [...] Dus die parket secretaris heb ik harstikke nodig, dat is niet mijn vijand, maar wil uiteindelijk ook het beste voor die persoon (Chairman habitual offenders).

F16. Er zijn hier 2 mensen in dit hele vhh dat is de mensen van de receptie die ook de informatie coördinatie hier doen, dat zijn de enige mensen die door het vhh betaald worden (Network manager).

F17. A: Ik zeg niet dat het, dat het allemaal weg te organiseren is he. Dat hoor je mij niet zeggen.

Q: Nee er is een bepaalde ondergrens inderdaad lijkt me?

A: Precies. [...] Maar op dit moment redden we het nog (Chairman habitual offenders).

F18. het is in 2010 april is het gestart, officieel 2009 he, want dan moest er subsidie binnenhalen van het Rijk. [...] En we zijn operationeel, en ja wij roepen nou van ik ben kwartiermaker. Wat moet ik hier, kwartiermaker is niks, dat is, dat, moet een keer doorstarten. Nou dat gaan we ook in 2013 doen, alleen nou daar zullen jullie al wel iets van gehoord hebben, je zei er net al iets over, andere geldstroom, grotere regio's, dus in 2013 gaan wij kijken van hoe maakt het vhh een doorstart? (Network manager).

F19. Dat monitoren. We hebben zo veel werk dat, de, hoe zeg je dat, focus nu ligt zeg maar op het proces aan de voorkant, terwijl dat ook eigenlijk meer op het midden en het langere termijn traject zou moeten liggen. En we hebben dat eigenlijk alleen maar als het fout gaat en weer terug komt (Police officer).

F20. Nou we hebben vorig jaar een effectmeting laten doen, een uhh 0-meting in 2010 en een 1-meting in 2011. En daar staan wel een aantal zaken in dat we effectief zijn geweest (Network manager).

Network Golf

G1. Je zal ongetwijfeld ZSM die kreet langs hebben horen komen, nou dat heeft, het starten van een ZSM in april 2011, dat heeft grote consequenties gehad voor het functioneren van het vhh. Er zijn nogal wat mensen, vertegenwoordigers van de partnerorganisaties uit het vhh getrokken en door hun, door hun organisatie bij ZSM neergezet en er is niemand voor teruggekomen (Police officer).

G2. Dit VH is een VH wat al wat langer bestaat. Daardoor zijn er ook een beetje vaste patronen ontstaan. [...] En dan krijg je wel dat de rollen wel redelijk helder zijn. Alleen de vraag is of ik gelukkig ben met die rollen. Het OM was bijvoorbeeld altijd voorzitter van de justitiële CO. Nou dat vind ik eigenlijk niet goed. Dus ik ben daar wel dingen in aan het veranderen. En dat betekent dat op het moment dat je gaat veranderen, betekent ook dat het weer onduidelijk wordt wat die rollen precies zijn (Network manager).

G3. Er gaat nu veel veranderen, ik weet niet of je er iets van meegekregen hebt maar het hele vhh structuur is hier wel in beweging flink, dat heb je misschien van de ketenmanager gisteren al een beetje over gehoord. Dus dat vind ik zelf al spannend, ik heb gewoon niet helemaal in beeld zeg maar hoe dat gaat veranderen, dus dat vind ik nu lastig om daar iets heel concreets over te zeggen (Chairman justice meeting).

G4. Voor mij ligt de nadruk meer in het goed samenwerken, dus niet zozeer, kijk als iemand zich helemaal aan het handboek houdt maar dat werkt niet, daar heb ik minder mee dan. Ik heb liever dat mensen creatief nadenken over resultaatgericht werken dan zich aan het handboek houden (Network manager).

G5. Wij zijn hier echt begonnen vanuit de praktijk, [...] en nou ja na verloop van tijd je hebt natuurlijk ook gewoon iets van procesbeschrijving nodig, maar er zijn ook externe bureaus voor bij betrokken geweest om dat op te stellen (Chairman justice meeting).

G6. Er zijn voor die verschillende casus overleggen zijn procesbeschrijvingen en daar staat dus ook per partners ook wel in wat er zoal van die partner verwacht wordt (Chairman justice meeting).

G7. Een voorzitter en dat was veelal de officier van justitie, de laatste tijd is dat een beetje aan het schommelen of [ketenmanager] dat doet of heel af en toe iemand van de politie die dan voorziet omdat de officier niet altijd meer kan, en ja dat, dat vind ik wel een gemis. In die zin meestal als je ook iemand hebt vanuit het OM, denk dat dat overleg slagvaardiger is als zonder iemand van het OM (Probation officer).

G8. Er zitten er wel veel aan tafel, die allemaal een mening hebben, maar niet allemaal een belang hebben. Kijk een reclassering heeft een belang voor zijn klant, justitie heeft een belang maar ik heb zeker als politie een belang, de gemeente veel minder (Police officer).

G9. En inderdaad van af en toe is het wat moeizamer om tot een besluit te komen omdat, ja het wrikt natuurlijk he politie en hulpverlening, he de politie heeft andere belangen en dat is inderdaad bescherming van de maatschappij, de winkeliers. En wij denken de burgers, de winkeliers, en de maatschappij ook te kunnen beschermen maar wel door, door, door zeg maar de situatie van de persoon te verbeteren (Probation officer).

G10. Q: Dus u geeft aan van ik deel niet alle informatie eigenlijk die...

A: De informatie die nodig is om die afspraken die krijgen waarvan wij willen dat die afspraken er komen (Probation officer).

G11. Op maandagochtend is er een zorgoverleg huiselijk geweld. Alles wat vorige week in de stad is gebeurd op dat gebied bespreken zij. En 's middags hebben een justitieel overleg waarbij dus alleen de justitie zaken daaruit halen, en daar hebben we dan ook die informatie vanuit de zorg, dat is hartstikke efficiënt (Chairman justice meeting).

G12. Maar inderdaad psychiatrische diagnoses en noem maar op. We gooien in het JCV niet iemand doopceel helemaal op tafel, ook omdat dat we gewoon niet mag (Probation officer).

G13. Nou de sterke punten vind ik echt dat we echt door de jaren heen echt gegroeid zijn en echt elkaar steeds meer hebben gevonden zeg maar als partners en ik denk dat wij een hele goede aansluiting tussen justitie en gemeente hebben, en met gemeente noem ik dan ook heel die zorg-kant he, moge dat duidelijk zijn (Chairman justice meeting).

G14. Je zit hier bij elkaar om juist die aanpak op elkaar aan te laten sluiten. Dat is juist de functie van zo'n CO, dat niet de 1 iets aanpakt op de ene manier en dat de andere wat aanpakt op een hele andere manier. Dus dat je zegt van als we dit een gemeenschappelijk probleem vinden, moeten we ook samen naar een oplossing zoeken. Dat betekent ook dat we onze aanpak, de wijze van werken, op elkaar moeten afstemmen (Network manager).

G15. Het heeft op mij effect als ik merk dat uhh een bepaalde partij het niet meer zo serieus neemt, als ik zie dat het OM een terugtrekkende beweging maakt he de officier is er al uitgetrokken en als ze achterstanden hebben dan kiezen ze ervoor om de parketsecretaris er ook uit te trekken om die aan de achterstanden te zetten, ja dat is niet echt uitnodigend, dat daagt je niet echt uit. Heeft het dan zo weinig belang dat casus overleg? En dan zie je ook om je heen, dan volgende week zegt iemand van de reclassering jongens ik moet een half uurtje eerder weg. [...] En dat werkt als iedereen gewoon elkaar vasthoudt en als iedereen dat ook doet (Police officer).

G16. En door het, in het JCV overleg te zitten [...] word je natuurlijk ook eerder gedwongen om je positie te bepalen. Want je moet natuurlijk wel een standpunt hebben in dat overleg. En dat betekent ook dat, dat, dat je ja een soort reflecteert op je eigen werk of dat van een collega (Probation officer).

G17. Zij bewaakt dan dat je niet in het ene CO dat afsprekt en op het andere iets anders. En met het nieuwe systeem GCOS kun je dat vrij snel zien. Als iemand in een ander CO ook al is besproken. Dus dan kun je daar ook heel snel actie op ondernemen. [...] En zij zit ook een beetje op de bewaking van de uitvoering. Doen alle partijen nou wat ze moeten doen (Network manager).

G18. Maar loop ik er ook wel een beetje tegenaan dat dit natuurlijk een gigantische tijd van bezuinigingen onder de gemeenten zie je natuurlijk ook een enorme terugtrekbeweging in allerlei aanpakken en, en dingen die er mogelijk zijn dus ja dat beperkt natuurlijk je, je aanpak (Chairman justice meeting).

G19. We zijn er wel op uit dat we wat meer willen monitoren, wat scherper in de gaten houden, of dat ook lukt altijd. Of we ook doen wat we afgesproken hebben (Network manager).

G20. Zo zijn er wel een aantal dingen die we aantonen, wat het recidive gedrag betreft. Is het nog niet zo. We hebben eigenlijk nu een 0-meting. We hebben 2011 afgezet tegen 2010 en we kunnen pas iets over het patroon zeggen van wordt het nou beter of wordt het slechter, als je dat nog een paar jaar voorzet (Network manager).