



Firstly, activating and participating, finally, measuring and analysing

Qualitative research to find indicators to monitor the Enschede
labour market participation policy

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PREFACE

More than a year after the start, I am proud to present the final thesis of my study Public Administration at the University of Twente. It feels like an Olympic performance (in an Olympic year!). After the bachelor degree, I started the master courses in February 2011 and in April 2011 I already had to write a research proposal about the subject of the thesis. Fortunately, I ran into one of my former tutors and thanks to him I was invited for a meeting with Ger Gankema of the municipality of Enschede. A few meetings later a research plan was born, which led to study literature in the summer. However, due to some unforeseen circumstances it took some months before I really could focus on the thesis and before the content of this research became clear. There were, for example, also important private circumstances, like, a daughter going abroad and also political circumstances, in Deventer, but also in The Hague and in Enschede. Today, I can say it was all very exiting!

“And now the end is here and so I face the final curtain...” and after five years as a full time student who loved “cracking the brain” I like to say:

thank you Pieter-Jan Klok, important tutor and pleasant supervisor,

thank you Mirjan Oude Vrielink for the supervision and the important instructions,

thank you Ger Gankema, for giving me the opportunity to do this research and for your advice,

thank you Henk Teusink, for always being friendly and helpful.

Last but not least, I like to thank my dear husband Henk and fantastic daughter Sabine! I couldn't have done it without you; I will always cherish the pictures off all the flowers you bought me to encourage me.

Janine van Harsselaar-Timmer

Deventer, 30 October 2012

SUMMARY

In 2011, more than a year after the installation of a new Board of mayor and aldermen that started expeditiously with a new labour market approach, Enschede policy responsables seemed to have urgent need for adequate indicators to measure the approach. The Enschede labour market approach is innovatory and changes continuously, especially, because it anticipates national developments concerning an expected new “*Law Working according to abilities*” and the recent “*Law on Societal Need*”. Due to this combination, the Enschede labour market approach exists of labour market policy together with participation policy. The approach concerns all Enschede citizens, however, because of limitations this qualitative case study focuses on beneficiaries who receive social security payment.

The purpose of this research is to investigate whether there exists already a proper set of indicators to monitor the effects of the changed and continuously changing labour market participation policy in Enschede and to suggest in what direction action may be taken to enlarge this set, if necessary.

To accomplish the purpose the most relevant policy documents of the Enschede labour market participation policy are selected and policy responsables are questioned. From the documents dozens of goals and seventeen indicators are listed and because of the great amount of goals, the goals are combined and reformulated, which resulted in the next eight general policy goals:

1. Rising to flow the participation ladder
2. Broaden the horizon of children (minimum income)
3. Preventing or diminishing poverty
4. Enlarging knowledge and improving competences
5. Raising responsibility and self-reliance
6. Creating sustainable, liveable and secure neighbourhoods
7. Strengthening the economic structure
8. Limiting the inflow into social security

In order to range the studied labour market participation policy and the eight goals an Enschede Tree of Goals is adorned. This Tree shows which goals are most appropriate to encourage and motivate the beneficiaries to climb the Enschede participation ladder. This ladder exists of six steps, from the lowest step, a situation of isolation, to the sixth step, having a paid job.

Next, with scientific literature and four models of Performance measurement, particularly the Analysis of Efficiency which is the most unambiguous, six criteria of Performance measurement are established to test the fifteen indicators that could be connected to the eight goals. The test shows that the text of some indicators had to be changed and that for one of the goals the existing indicator satisfies. It also shows that for one goal an additional indicator has to be established, because of certain appointments with third parties, and that six goals need additional indicators.

Due to the criteria of Performance measurement this research is not the instrument to establish new indicators, however, ahead of follow-up research, some suggestions are given, but these indicators are not tested to the criteria of Performance measurement. Once again the labour market participation policy documents were studied, like the corresponding goals and there dimensions.

The central question *“Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy, in the future?”* is answered by the next table:

ADEQUATE LABOUR MARKET PARTICIPATION POLICY INDICATORS	
	- Development on the participation ladder
	- Amount of available places in childcare and playground
	- Amount of sportsmen between the age of 6 and 79
	- Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appointing beneficiaries (temporarily)
	- Amount of assignments of early school drop outs till the age of 23
	- Percentage of households with support from AWBZ and WMO
	- Client satisfaction about municipal services like telephone, post, email and reception
	- Satisfaction of citizens about their personal environment
	- Percentage of citizens that feel insecure in their neighbourhood
	- Results inspection concerning clean, complete and secure of the public space, like streets, squares, street furniture and public green
	- Appreciation public green in neighbourhood or environment
	- Percentage of citizens that participate in controlling and maintaining public space, like streets, squares, street furniture and public green
	- Rise of employability in the intensive knowledge sector
	- Appreciation of the business climate
	- Amount beneficiaries employed in companies and organisations with a contract longer than four months

Table 13: Adequate Labour Market Participation Policy indicators

Despite the fact that for most goals additional indicators are needed, with these fifteen indicators for all policy responsables and other stakeholders an overview is available, so that they have knowledge off the same indicators.

One of the reasons for follow-up studies is that many stakeholders have their own expectations and desires concerning goals and indicators and one of the criteria of Performance measurement mentions that it is essential for indicators to have “owners” what means that indicators have to be supported and accepted by as many stakeholders as possible. Therefore, a team of stakeholders should be installed to study and to establish new indicators and it is preferred that the team uses the eight general goals of this research and the connected policy.

Another reason for follow-up study is that it is expected that the labour market participation policy will change continuously, in the future.

1. INTRODUCTION

Since the local elections of march 2010, the board of the mayor and aldermen (the Board) in the municipality of Enschede exists of the mayor (labour party PvdA), a prime secretary, two aldermen from the labour party (PvdA), a Christian democratic alderman (CDA), a liberal alderman (VVD) and an alderman from a local political party (Burgerbelangen Enschede). Due to this cooperation, the Board prepared an agreement called *Trusting Enschede* (Vertrouwen in Enschede; 2010-b) which is the fundament for the *Budget program 2011-2014 Enschede does it* (Programmabegroting 2011-2014 Enschede doet; 2010-a). In this Budget program, the chapter of Economy and Work, especially the parts about the labour market participation policy, will change drastically due to changing national policies. The Enschede policy responsables want to monitor or evaluate the results of this new and constantly changing labour market participation policy (LMPP) in the next years, and therefore, they want to receive adequate indicators. This research studies whether there already exist adequate indicators or what is needed to realise them.

1.1 Background

In the municipality of Enschede relatively a lot of people do not have a paid job. Of 157,797 inhabitants (December 2010) 9,852 citizens were without a job on the first of July 2010, and 5,135 citizens received a social security payment due to the law *Law Work and Support* (Wet Werk en Bijstand; *WWB*) or the law *Law Investing in Juveniles* (Wet investeren in Jongeren; *WIJ*). At the end of 2009 the institute for social security payments UWV (Uitkeringsinstituut Werknemers Verzekeringen; *Institution for Payments Employees Insurances*) noted that 2,497 citizens were jobless for more than three years. According to the document *Enschede in figures* (Enschede in cijfers 2010) the percentage of unemployment was 7,1% over the period 2006-2008, at the same time at the national level 4,5% and the net percentage of labour participation was 60,1% and at national level 66.2%. In the first quarter of 2009 13.6 % of the local labour force gained a payment for labour disability (Enschede, 2011-a). In 2008 about 11,274 households had an income under the level of 120% *WWB* and 3,120 children were involved (StimulanSZ, 2008; Mak, Steketee and Tierolf, 2010).

Enschede wants *all* citizens to participate (durable) in society, but it wants to activate especially *beneficiaries* (citizens with social security payment) by personal activation, which became one of the main priorities of the Dutch social security system because of the motto is “labour above income” (Van Oorschot, 1997). Compared to the years before 2010 the Board pays more attention to realise social self-reliance en economical self-supporting of non-participating citizens as an intermediate step to a paid job. Since 2008, participation is the main policy priority and since 2010 employers are closely involved by using policy called *the Employer at the start* (De Werkgever op kop) which is a combination of societal and economic participation and labour market policy combined with overall policy called LMPP. With societal participation is meant: participating at the local societal live, and with labour market participation is tried to become economically independent.

To frame this research see chapter 2 and for the definitions of labour and participation see paragraph 3.1, where also the Enschede participation ladder is explained that is used to show at which step of the ladder the beneficiaries are standing. The highest level is step 6, a paid job, which is according to the classic economy, together with income the most important function, however, more and more it is pointed out that work is much more than income. Work is of great importance for the wellbeing, it contributes to social integration and social participation, it offers possibilities to develop personally

and it delivers political and societal influence. Work also has some latent functions like time structuring, social contacts and getting experiences and social status (Van Echteld, 2008).

The policy program Economy and Work (2010; paragraph 3.2) has as a main goal: realising a social and economic strong Enschede. Three sub goals are:

- Improving the economic structure and the innovation power of Twente;
- Together with employers the municipality realises durable outflow of beneficiaries;
- Work and/or participation for everyone.

To reach these goals the Board has formulated three action points:

- Re-assessing the labour market policy
- Using the free space in the labour market budgets
- Boosting and organising the free space of the labour market budgets.

Together with these action points, two main policy streams are imbedded:

- To boost employability by immediately inserting people with income subsidies at available jobs offered by common employers and organisations
- Installing networks and companies in neighbourhoods and villages, this will focus on strengthening the environment and on the care for neighbours.

Enschede indicates that having an active society as a main goal means a different role, approach and responsibility of the government and therefore the Enschede Labour market Approach (par. 3.2) is developed with the motto *“trusting the entrepreneur”*. Entrepreneurs are being facilitated for developing activities and by augmenting the outcome of the labour market by the renewed method (also meant for education; Enschede, 2010-a).

The central position of participation in the LMPP delivers extra employees in the neighbourhoods, for example, to insert beneficiaries for tasks which are part of the Law Societal Support (*Wet Maatschappelijke Ondersteuning*, WMO; par. 3.1). Like this, care for seniors, migrants and volunteers could be organised and executed at the local level. Every year dozens of beneficiaries can get work experience or can find jobs in neighbourhood services, personal care, domestic care and other services in the neighbourhood. This is how participation jobs arise, jobless get experienced, jobs are created in personal care and how more people can start their own personal business (Enschede, 2010-a).

As said before, involving *all* citizens to participate is the starting point of the Enschede LMPP and Enschede endeavours to avoid or to delay getting dependent on individual social security payments. This research, however, focuses only on the (potential) *beneficiaries*, which means that all steps of the participation ladder are studied, but that finally, regarding goals and indicators, will be focused more extensively on labour market policy, work and income.

In this report is spoken of “he”, the beneficiary, although it is meant for males and females.

1.2 Purpose and research questions

The purpose of this research is to investigate whether there already exists a proper set of indicators to monitor the effects of the changed and continuously changing labour market participation policy in Enschede, in the future, and to suggest in what direction action must be taken to enlarge this set,

if necessary. “Effects” mean “the consequences of policy noticeable for society” and “the future changes based on policy” (Algemene Rekenkamer, 2000).

To reach the goal several different sources are used, like scientific literature and Enschede policy documents. The study matches a promise included in the Coalition agreement (2010) that the Board and the municipality council will communicate more often about political and urban policy frames as a way to contribute to expectations of the citizens they want to reach. To reach the goal of the research the next central question is asked:

Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy in the future?

To answer this question the next sub questions are studied:

1. Which criteria for indicators have to be considered, regarding scientific literature of Performance measurement?
2. Which policy goals and indicators are currently mentioned in the official Enschede labour market participation policy documents?
3. To what extent do the indicators belonging to the policy goals meet the demands of literature, and what changes are desirable, based on the literature?
4. Which new indicators can be suggested to monitor the effects of the Enschede labour market participation policy?
5. Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy, according to the criteria of Performance measurement?

To answer these sub questions, in chapter 2 the theoretical framework is described, focussing on developing operational definitions of the terms Performance measurement in the public sector, indicators, outcome and effects, the participation ladder and models to define indicators and to make them more concrete, measurable and variable.

1.3 Relevance

Enschede has studied labour market policy regularly, however, for several reasons it is relevant to do more research.

In this research the Budget program is an important document and therefore, for example, the research of the Budget program 2005-2008 of De Groot (2005) has been studied. This study places the Budget program in a historical perspective and some interesting conclusions were drawn.

Some Budget programs did not meet the criteria of the document of the Ministry of Homeland Affairs and Kingdom Relations 2003 called *Handreiking duale begroting*. For example, the goals in the *Beleids- and Begrotingsverantwoording 2002* of the ministry of Finances were not measurable and the zero-measure and target were missing. It was necessary to improve all programs, for example, by formulating outcome and SMART-terms (De Groot, 2005). Other conclusions were that there was too little correspondence between goals, measures and means concerning goals to strengthen participation and involvement. Originally “participation” meant “labour market participation”, however, already in 2005 “participation” not only meant “economic” but also “societal” participation. If there were used any indicators, it were “output” indicators instead of “outcome” indicators.

Many city councillors accepted the fact that the policy programs were not measured adequately, although, improving the Budget program depends on the ambition level of the city councillors and the annex question whether the councillors would use the Budget program as a controlling or framing instrument (De Groot, 2005).

Some of the conclusions of De Groot can be found in research reports of 2008 and 2011 about labour market policy and policy about inflow into and outflow from social security, studied by the *Sociaal Economisch Onderzoek Rotterdam bureau* (Social Economic Research Rotterdam bureau, SEOR) according to the *Enschede Rekenkamercommissie* (Audit committee). Their report from 2011 mentions to what extent the policy is efficient and effective in reducing the inflow at social security and a lot is mentioned about effects, goals and purposes. Therefore, why still this present study? Because:

- There are different conclusions that recommend that monitoring and reporting on policy instruments could be improved. City councillors mention that although they are informed about the daily efforts, there is no information about the relation with formulated policy goals (SEOR, 2011);
- A broad expectation is that measuring governmental efficiency (*the way financial means are implemented to reach effects or performance*; Algemene Rekenkamer, 2000) will be given much more attention, especially, since the latest economic and financial crisis of 2008. The national government has to economize immensely and therefore decentralization is accompanied with less money.
- The Audit committee does see that the Board knows which factors and instruments contribute to sustainable outflow and also believes that evaluation of the performance of policy instruments could be of help to ameliorate the role of city councillors (Enschede Rekenkamercommissie, 2011) and for an adequate evaluation a proper set of indicators is requested;
- The Audit committee has established that there has been too little activity on so called “soft factors” (like welfare, wellbeing, personal health and the request for other provisions). The Board expects that measuring these subjects is costing a lot of money and work force and therefore, it advises to survey “satisfaction” as a way to monitor participation jobs. However, the committee does not find “satisfaction” an indicator of soft factors (Enschede Rekenkamercommissie, 2011);
- Output differs from outcome (par. 2.2); quantitative results differ from economic and social effects; the Audit committee focuses on input and output (Enschede Rekenkamercommissie, 2011, p.14), but they also demand insights on “outcome”;
- In the report *Niemand aan de kant samen de schouders eronder 2008-2010* (Nobody stands aside together shoulders to the wheel, 2011) the Board mentions that they cannot conclude about the *qualitative* effect of former and actual long term policy;
- The Government ordered the municipalities to give attention to how to support people to participate in society and how to stay independent as long as possible. The municipalities also have to show how they will take care of the quality of surveillance: *the WMO obligates the local government to do research, periodically, at a methodological and responsible way* (VNG, 2011). Therefore, the answer to the research question can be of importance to Enschede but also to other municipalities.
- The whole area of economic and societal labour market and participation policy continuously changes, therefore, anticipating the new national law replacing all laws on labour is important (see the next lines).

Another reason is the development concerning the laws of work and income, called WWB and WIJ, and the WSW (*Wet Sociale Werkvoorziening*: Law Social Labour service) and the Wajong (*Wet Werk en Arbeidsondersteuning Jonggehandicapten*: Law Work and Labour support Young Disabled), and to reform these laws to one new law called the Law Working according to abilities (*Wet Werken naar Vermogen*; WWNV). February 21, 2012, the state secretary of the Department of Social Affairs and Employment has sent a law proposal to the Parliament, and on April 21, 2012, he sent a document with headlines for this law. The Second Chamber has discussed it the end of April 2012, however, one week later the Cabinet collapsed and that is why it is unclear when and in what form the WWNV will see daylight. It is certain the WWNV, one way or another, will be installed, because there is a lot of political consensus. It is about connecting all laws in *one* law and to get to work all people with physical and psychological limitations. It has to become a broad service with as much equal rights, duties and labour market changes as possible, and a Law, in which the replaced laws are equalised concerning payment conditions, financing, supporting and executing (VNG, 2011, p. 21).

The new law will not only lead to a lot of agitation among citizens, it will undoubtedly also lead to a lot of input for scientific research, in other words, regarding the before-mentioned developments, for Enschede and other municipalities it will be of importance to deal with Performance measurement and to find the right set of indicators to monitor the societal effects of the LMPP in the future.

1.4. Research methodology

To test the Enschede LMPP to the theoretical framework and to answer the research questions, a research design is developed. The next aspects are described: strategy, framework, how data is obtained and will be analysed.

Research design

Not only the scientific literature is studied, but also the methodological literature of Babbie (2007) and Swanborn (2010), which leads to the next research design:

Strategy: As strategy the starting point is a qualitative case study, which means a fundamental study of a societal subject which is politically important and is based on theory and survey: the changed and continuing changing LMPP in the municipality of Enschede. For a case study the researcher collects as many characteristics as possible and relations of the case. The emphasis is on the description and explanation of the case in its own natural environment, but exploration is also a possibility. Case means the subject, the situation, the environment or the development in a single case.

Strategies of triangulation, using different research methods at the same time to verify the same results, are used to reduce the possibility of wrong interpretation and to clarify the variables. The variables are: Performance measurement in the public sector, indicators, outcome, labour market policy and participation policy. The *Theory of Performance management in the public sector* and the *Doelmatigheidsanalyse as a measurement model* of Bouckaert et al. (2010; 1999), *Prestaties meten in de overheid* van Auwers and Bouckaert (1999), the *SMART-method* (Van den Brandhof, 2012), the *Theory of Performance measurement in the public sector* of De Bruijn (2001) with, for example, the Ontwerpprincipe, and the *Handleiding van het AIR-instrument* of Klazinga et al. (2007) are used.

Because the studied LMPP involves multiple documents with a lot of overlap and purposes, a Tree of Goals will be used to make a selection of goals. This selection, possibly with indicators, will be tested with the former mentioned theories and methods and will be shared with Enschede stakeholders.

Also the participation ladder is studied and used because the LMPP focuses on all citizens and they all are positioned on the ladder.

Framework: the framework of the strategy is mainly based on the before-mentioned variables: Performance measurement in the public sector, outcome, indicators, labour market policy and participation policy, together with the participation ladder and the tree of goals. To reduce the possibility of confusion different studies and definitions of the variables are studied and compared with each other to make an unambiguous choice.

Data: data is received from:

- Scientific literature about Performance measurement (in the public sector), labour market policy and participation policy (research question 1, 3 and 5);
- Enschede documents like the Coalition program, the Budget program, the Framework document (Kadernota) and relevant policy documents (research questions 2, 3 and 5);
- Meetings with Enschede policy responsables (research question 4 and 5).

The data are obtained by not only studying *judgemental sampled* (selected based on the judgement of the investigator) scientific literature and policy documents, but also by using:

- Non-probability (non-random) expert sampling of policy responsables. The choice is made by the policy responsible of the Board who is the client at the same time; and by function, position and expertise.
- A partly qualitative research with partly personal, face to face conversations and partly information from email with policy responsables. The aspects *qualitative* and *face to face* are used because a subject can be studied more intense because the interviewer can explain the subject and can observe the respondent.

Analyses: analysis of data is based on the descriptive content analysis of the variables Performance measurement, outcome, indicators, labour market policy and participation policy, and is based on scientific literature and Enschede documents, but also based on notes.

The policy responsables were regularly asked for advice and to verify the final data and results.

1.5 Structure of this thesis

The structure of the paper is as follows:

After describing the introduction, with the research questions and the research method in chapter 1, **chapter 2** answers research question 1. It describes Performance measurement as a part of Performance management and it describes Performance measurement in the public sector, with a focus on the terms indicators and outcome. Paragraph 2.3 presents four models of Performance measurement. Because these models have much overlap their criteria of Performance measurement are compared in annex I, and in paragraph 2.4 new criteria of Performance measurement, relevant for this research, are formulated. The chapter ends with a short conclusion.

Chapter 3 answers research question 2. After a short introduction of LMPP there is a short description of relevant terms, like labour and participation and a short description of the Enschede participation ladder. In paragraph 3.2 the LMPP is placed in national perspective by describing shortly the WWNV and the WMO. In paragraph 3.3 some relevant Enschede policy documents are discussed,

like the Frame document 2012-2014 and the Budget program 2011-2014. In paragraph 3.4 goals and indicators of the Enschede LMPP from paragraph 3.3 are presented in a table and paragraph 3.5 describes the Enschede Labour Square with its labour instruments and policy initiatives that place the beneficiaries at a certain step of the Enschede participation ladder.

In **chapter 4**, after studying and eventually combining the goals mentioned in the LMPP, a Tree of Goals is adorned with eight combined, reformulated, general goals and selected based on the perspective of the beneficiaries and the local government. In paragraph 4.5 existing LMPP indicators are searched that match the selected goals, and next, to answer research question 3, the selected indicators are tested with the six criteria of Performance measurement and, if necessary, the existing indicators are changed.

Paragraph 4.6 answers research question 4 and focuses on possible new indicators and gives advice in case of follow-up research for establishing new indicators and paragraph 4.7 answers research question 5 and presents a set of adequate indicators to monitor the Enschede LMPP.

Chapter 5 starts with a short review of the research; what was the purpose and what is studied for answering the research questions. Paragraph 5.2 answers the central research question and a conclusion is drawn. In paragraph 5.3 some recommendations are presented, for example, for follow-up study, and the chapter ends with some concluding remarks.

Finally, this thesis ends with references, a register and eight attachments.

2. THEORETICAL FRAMEWORK

In this chapter the theory is explored which is necessary to develop operational definitions of the relevant research items to be able to answer the research questions. To answer the first research question in paragraph 2.1 Performance measurement is explained. In paragraph 2.2 the concept of Performance measurement in the public sector using indicators is described with special attention to the definition of indicators and the way to appoint them, and also the importance of variety. Furthermore, the subjects output and outcome are presented as well as some effect of Performance measurement. Paragraph 2.3 describes models of Performance measurement in order to clarify the similarities and differences, to be able to make a selection of criteria to test indicators and the models will be compared to each other in paragraph 2.4. Paragraph 2.5 describes shortly the national policy which is the basis for the LMPP and finally the chapter ends with a conclusion.

2.1 Performance measurement

2.1.1 Performance management

Because Performance measurement is a part of Performance management and because New Public Management (NPM) is a technique that not only focuses on paying off, but also on outcome and effectiveness (DeGroff & Cargo, 2009), in this paragraph these two terms are shortly explained.

At the end of the 1980s a new management technique was introduced and from the first years of the 1990s a lot of its influence can be seen in government (De Bruijn, 2001). According to NPM an organisation should be paid off on its performances because it is improving its effectiveness and efficiency and to reach this organisation are described in terms of input, throughput, output and outcome. In the interest of this research (often used to develop operational definitions of performance as a result of public values; Bouckaert et al., 2010) outcome will be explained, like the terms performance and indicators to measure these performances (Augustijn, 2007).

According to NPM the difference between business and government organisations is that the government not only delivers products but also “duties”: the government has the duty to solve difficult non-solving problems. Therefore, the involvement of the government contains inherent inefficiency and ineffectiveness and Performance management can offer a solution for that, because it invites to continuously ameliorating effectiveness and efficiency. As for efficiency this means a strong unbundling between the director or manager (who steers the process and is responsible) and the professional (who designs the primary process) because the manager is only interested in output and is not interested in the way it is realised. Next, Performance management forces the government to formulate goals and to fulfil functions like clarifying, learning, judging and justifying (De Bruijn, 2001, p. 17-22).

2.1.2 Performance measurement

The overall purpose of Performance measurement is to give management more insights in and control over relevant aspects of the production process, services, the policy process and or the budget process (Bouckaert et al., 2010). Performance measurement is: *“a set of activities to determine the value of the performance, with the purpose to obtain performance information”* and the definition is: *“Performance measurement is the systematically collecting of data by observing and registering subjects related to performance for the purpose of a performance goal”*. Probably, the Netherlands has the longest Performance measurement tradition in Europe (Bouckaert et al., 2010).

Performances can be measured with goals (Augustijn, 2007) and the definition is: *“performance is individual or organised behaviour whereby the quality of performance is of importance”* (Bouckaert et al., 2010). Research shows that the focus on quality of the performance gets stronger in periods of big savings, like the actual situation of Enschede. In such an era the focus of performance changes from the quality of output versus the quality focused on management (Bouckaert & Halligan, 2008, p. 15). For Enschede, this could be the reason to not only focusing exclusively on a set of indicators to monitor societal effects in the future, but to integrate Performance measurement in Performance management. Next, some authors claim that Performance measurement is meaningless if municipalities do not start with Performance management as a broad concept, because, as a whole it can, for example, contribute to clarify vague policy purposes by translating them concretely to critical factors of success and performance indicators (part of this study) and by giving feedback on results to managers regularly (Koemans, 2009).

The societal request for a high performing government is strong and next to improving efficiency and effectiveness, successful experiences with participation and innovation can be seen as a dimension of performance (Bouckaert et al., 2010). In the following paragraph Performance measurement in the public sector is explained.

2.2 Performance measurement in the public sector

Often there is some confusion about Performance measurement, probably because it is part of Performance management. In this research the focus is on finding a set of indicators to monitor policy and that means that the focus is on Performance measurement as an instrument to determine indicators to evaluate or to monitor policy and not to control or to steer the policy.

If a government can define her products and can present her performances (De Bruijn, 2001) it favours effectiveness and efficiency, because Performance measurement is not only a strong instrument for communication, but also can favour the capacity to innovate, professionalism of services and the quality of making policy and decision making (Bouckaert et al., 2010, p. 97). More than 44 goals can be given for which performance information from Performance measurement can be of use, and, regarding the LMPP, the next few are in favourite: learning, steering and controlling, and justifying.

Indicators and how they are established are described in the following paragraph.

2.2.1. Indicators

Definitions

In the 1980s the use of indicators for the public sector was introduced in Europe in order to measure performances (De Bruijn, 2001). It should be possible to account the results of an organisation by its indicators and to finally account, with the final purpose to make the organisation more transparent and to learn from the process (Augustijn, 2007). There are several definitions like: *“Indicators are measurable elements which give an appointment about the quality of delivered services; not as a direct measure but as an element which points at a certain aspect of the quality of performing.”* (Van Barneveld et al., 2007).

The Ministry of Finance (1993) sees the indicator as a kind of *thermometer* for policy, which should not only be representative for purposes but should also be formulated quantifiable, unambiguous,

clear and understandable and from the values of the indicator it must be able to conclude prognoses. This corresponds with the criteria of the different models which are studied in this research.

In this research the definition of Auwers and Bouckaert (1999) is used: *“Indicators are non-direct units of measurement who give an appointment of a certain aspect, because some aspects cannot be measured in a direct way. Indicators also are operational units of measurement with whom a number or an amount of financial means, activities, performances and effects can be measured (for example, a financial indicator, an activity indicator, a cost indicator). Furthermore, indicators are practical means who can influence performance and motivation and which can influence innovation, attitudes and the environment of the organisation in concern.”*

Establishing indicators

In this research the Analysis of Effectiveness is used as a directive to establish indicators. Next, there are other aspects to reckon with, for example: the amount of indicators finally depends on the need for information of the future user and sometimes indicators need to be added, deleted, redefined or simplified. Also, for some performances it is rather difficult to identify indicators and it becomes more and more difficult when performances evolve from touchable to more idealistic or soft outputs. Next, most guidelines for establishing indicators are realised in practise (Auwers & Bouckaert, 1999). Indicators are only usable when it is possible to compare them with the same indicators elsewhere and the development of indicators can only be successful if the subject and its purpose are very clear (Bouckaert et al., 2010).

Variety

An indicator helps to understand reality and some concepts of reality have multiple interpretations and need, therefore, multiple indicators should be linked together. A public performance, therefore, should always be announced by multiple indicators, thus, there should be a variety of indicators and variables means here: *“to accept more than one definition in order to prevent the definition from institutionalising”* (Babbie, 2007). In this research variety is of importance to construct validity: *“the way of absence of a systematically bias in relation with theoretical principals and related empirical measurements”* (Geurts, 1999).

The indicators and their purposes are they well enough defined and presented, are they based on literature and theories of multiple researchers, who are the owners, and the indicators are they comparable with the same indicators in a different setting (for example policy in another municipality)? A variety of indicators ameliorates the content of Performance measurement and adjusts the substantive authority of the measurement. A variety of indicators can enrich a performance, because, if there is only one definition and one indicator the picture can be distorted, which could lead to abstention in making policy or to perverse behaviour. Variety diminishes perverse behaviour; variety offers the opportunity to use more then one measurement system (De Bruijn, 2001).

Because measuring performances can tribute to future societal effects, in the following paragraph the aspect “outcome” is defined.

2.2.2 Outcome

Sometimes outcome confuses with output. Output is: *“the products and services to be delivered to realise outcome as a concrete realised cipher”*. Outcome is: *“the societal effects to be realised”*. It can be seen as the real change in performance and motivation which results from output (Dunn, 2008).

Outcome is realised by some organisations and stakeholders and for that reason systems of Performance measurement should be realised at the entire level of the policy of stake (Bouckaert & Halligan, 2008). Outcome is crucial and a prime criterion at judging the public sector by citizens; outcome is the ultimate ambition in trying to guarantee of making citizens trust the government. This research expects that this is also the ambition of the Board and the city council of Enschede, regarding the before mentioned promise in the coalition program (par. 1.1).

Often, it is difficult to measure outcome from governmental interventions and therefore the final effect cannot be measured, especially not if the interventions have abstract goals like: liveability, security, integration and quality (De Bruijn, 2001, p. 16). Obtaining, analysing and interpreting outcome in a successful way depends on the validity and reliability of the measurement instrument (Dunn, 2008). Thinking of labour and participation, this research honours the principle that the final outcome has to be aimed at the need of society, the fact that outcome is influenced by its environment and the way policy influences this environment (Bouckaert et al., 2010, p. 20-21).

2.2.3 Effects

The government is being confronted with three main developments (Bouckaert et al., 2010):

1. Increase of professionalization of services; professionals find Performance measurement a poor tool;
2. Increase of interweavement of organisations;
3. Increase of variety of governmental organizations.

These developments can lead to positive effects (from getting a better view of and therefore getting more control over relevant aspects of the organisation process) and to negative or perverse effects; in that case indicators are used to pay off. The negative effects, mainly, have impact on the steering and controlling the organisation and because the focus of this research is on finding a set of indicators to evaluate or to monitor, there is no further explanations of effects; the set indicators is to monitor and to learn from. The observation suffices that to prevent from having perverse effects or to reduce them there are several possibilities like using the models as described next (Bouckaert et al., 2010).

2.3 Models for Performance measurement

Because of the purpose of this research the focus is on indicators. To establish indicators and to optimise them the central model is *“de Doelmatigheidsanalyse”*, *the Analysis of Efficiency*, of Auwers and Bouckaert (1999) because it is seen as the most unambiguous model to make an explicit link between performance information and the whole of policy purposes a governmental organisations has to realise (Auwers & Bouckaert, 1999). However, there are also studied three other models: *“het Ontwerpprincipe”* or *“Design principle”*, because Performance measurement not only can be seen as an administrative mechanism to pay off (De Bruijn, 2001), the SMART-principle (recommended by De

Groot, 2005) and the model “AIRE” (*Appraisal of Indicators through Research and Evaluation*) which is leading in health care.

2.3.1 Analysis of Efficiency

The citizen wants to have value for money and therefore the government should ask itself the question how public services and its performances can be improved (Bouckaert & Vankeirsbilck, 1996). A description of a performance often is abstract and not practical but good information about performance gives better insight in and better control of operational processes and systems (Auwers & Bouckaert, 1999). The Analysis of Efficiency model is an instrument meant to realise more adequate and a better control which implicates that policy responsables will receive and will have the possibility of getting the right information to realise efficient and effective public services (Bouckaert & Vankeirsbilck, 1996). The Analysis of Efficiency model makes performances more concrete and measurable with the help of indicators (Auwers & Bouckaert, 1999). In this research, the question is how efficient and effective LMPP is and how to obtain the missing information. To answer these questions certain steps from the model are chosen.

To define indicators the next three steps are taken:

- Define in a working group or team for each policy subject the activity descriptions that are needed;
- Formulate for each description a set relevant of indicators for size, range and result;
- Select from this set most relevant indicators for internal and external use to measure the activities of the policy. The amount of indicators depends on the requirement of information of the future user (Auwers & Bouckaert, 1999).

Selecting indicators happens by using 20 criteria and for this research a selection is made. Criteria are selected that can be find again in 2010 in the five steps for measuring performances in the public sector also by Bouckaert, this time together with the authors Van Dooren and Halligan (2010, p. 60-61). The criteria are:

- the indicator has to be sensible for change,
- the indicator is described very precisely,
- the indicator is understandable for all users,
- the indicator is documented for verification,
- the indicator is relevant, timeless and feasible and
- the indicator is compatible to existing data processes and definitions.

To make performance measurable demands an indicator that shows what is measured concretely by the next elements: (financial) means or input, activities or throughput, performance and effects or outcome (MAPE). In this model of analysing efficiency elements are placed in a policy context by matching them with strategic and operational goals. The reach of these goals is influenced by financial policy possibilities that have to be weighted with societal goals. In this research two elements of MAPE, the *activities* (policy instruments) and *effects* (the future goals and outcome) of the LMPP will be presented in a Tree of Goals specially developed for Enschede. This unique analysis should be repeated regularly by collecting constantly data from LMPP and planning, steering and monitoring the related activities (Bouckaert & Vankeirsbilck, 1996, p. 29).

In other words, this research can be one of a kind, but it could also be implemented in Enschede in the yearly cycle of planning and control and the Budget program.

2.3.2 Other models of Performance measurement

Below a short impression of three models is given, and the criteria to indicators of the models will be compared in annex I.

Design principle

The Design principle exists of three design principles which offer rules to help designing Performance measurement. The principles are:

1. Trust: as soon as there is no trust between the manager and the professional the system will become perverse, furthermore, performances grow in a network of dependencies.
2. The manager shows no hierarchical behaviour towards the professional but only interaction. Defining products, measuring and criticizing happen in an interactive way.
3. Interaction, variety, redundancy and dynamics augment trust between managers and professionals and if there are multiple owners Performance measurement is not only an administrative mechanism to settle things (De Bruijn, 2001).

The rules are:

- Who has “the meaning making rights”?
- Show the competitive product definitions.
- All performances should be measured complete or broad.

SMART-principle

Indicators have to be clear, understandable, and compatible with higher policy and have also to be specific, measurable and effective (Auwers & Bouckaert, 1999). This compares to the SMART principle of Edwards (1971) which says that indicators should meet the principles Specific, Measurable, Acceptable, Realistic and Timeless. To realise this eight steps are to be taken, from step 1 “identify the decision maker(s)” until step 8 “perform sensitivity analysis” (Terlouw, 2007). This means that indicators should provoke to perform, promote to be clear, are made to learn and to settle things, and that it can be used to judge and to force to improve and/or to innovate.

AIRE-instrument

Because of the AIRE-instrument a book called “Handleiding indicatorontwikkeling voor de gezondheidszorg” (*Manual indicator development for health care*; Van Barneveld et al., 2007) has been written. This method is about taking thirteen steps. According to the manual it depends on the project which steps to take first or which steps to take again, and also the time per step depends on the project. Finally, the indicators have to meet, for example, the next characteristics: the purpose and the relations should be clear, the description should be very precise, the quality should be described and the nature and amount of processes should be specified and limited (Klazinga et al., 2007).

2.4 Comparison of models and selecting criteria

The described models have a lot in common, but there are also differences, and to structure these they are shown in a table (annex I). Purpose of the comparison is to finally end up with a set of criteria to test the existing Enschede indicators, but also changed and new indicators.

Because LMPP is developed and established in the spring of 2010, based on the Board program 2010-2014, the first steps of the models, like composing a team of stakeholders and selecting the descriptions of activities and relevant indicators, are not used to compare. These steps are considered to have been taken by policy responsables in an earlier stage which took place before the city council accepted the LMPP; the first steps belong to the stage of preparation and realising LMPP.

Annex I, paragraph 4, shows that two (combined) criteria of the Analysis of Efficiency remain, together with two corresponding criteria from the Design principle and AIRE. Furthermore, AIRE shows one additional criterion, however, it is decided not to submit this criterion because after reformulating it has no value if the selected criteria can be chosen in arbitrary range and can be used as often as needed. For example, if an indicator has to be changed because of criterion 5 and also is changed, criterion 2 has to be regarded again to see whether the indicator can be executed.

Finally, to test indicators, the next six criteria of Performance measurement are formulated:

1. The indicator is described detailed and understandable.
2. The indicator is feasible.
3. The indicator measures the goal as complete as possible and therefore there might be additional indicators needed.
4. The indicator is relevant and reliable and eventually to be changed in the future.
5. The indicator is accepted and documented.
6. The indicator is comparable with indicators elsewhere.

2.5 Conclusion

In this chapter the theory, to find clear definitions of the concepts of Performance management, Performance measurement and models of Performance measurement, is presented. The chapter answers research question 1 *“Which criteria for indicators have to be considered, regarding scientific literature of Performance measurement?”*

Performance management is a type of management that collects, combines and uses performance information to make proper decisions, and one of its parts is Performance measurement, which can be defined as: *“the systematically collecting of data by observing and registering subjects related to performance for the purpose of a performance goal”*. Performance measurement can be a powerful communication agent which is favourable for the power of innovation, for professionally of services and for the quality of policy and decision making in the public sector. It is effectuated with the help of indicators, which are practical tools existing of two parts: *non-direct measurement units* and *operational measurement units*. Indicators can influence behaviour and can effect innovation, attitudes and the environment of a stakeholder organisation.

The Analysis of Efficiency and three other models of Performance measurement are presented. The criteria of these models, to establish or to optimise indicators to measure performances, are compared, and finally, six relevant criteria are formulated to test the existing Enschede indicators.

3. LABOUR MARKET PARTICIPATION POLICY

Chapter 3 answers research question 2. First, the terms labour, participation and the participation ladder are described and to place LMPP in a legitimate perspective some relevant national policy is explained. Next, Enschede policy documents in which the LMPP is central are studied. Then, the collected goals and indicators from the LMPP will be demonstrated in a table and finally, the executive organisation, the Labour Square, is presented and a conclusion is drawn.

3.1 Introduction

The Vision of the Future (2008-b) from Enschede shows that, in 2020, the local government wants to be a city where every citizen has a paid job or will participate in society otherwise, and a city where social economic differences are smaller than today, because, everybody shares the benefits of economic growth and welfare. However, it is to be expected that Enschede will drop behind on jobs compared to other cities. To change this, there will be a focus on care, business services, consumer services and free time; especially in this last sector the labour market prognoses preview growth.

The Board expects an important task in preventing a dichotomy which is a characteristic, due to a transition from an industrial economy to an economy based on knowledge and services, which needs a higher level of education. Therefore, it is to be expected that the real gap that needs to be bridged is the one between those citizens with sufficient and those with insufficient education. Well qualified people are more able to participate and to increase there prosperity (Toekomstvisie, 2008).

Because the focus is on *labour* and *participation*, these two terms are explained in the following.

3.1.1 Labour, participation and participation ladder

To explain the term labour the definition of Mok (1994) is studied: *“doing occupations which are of use for those who do the work and for the near environment and/or for the society as a whole”*. The advantage of this definition is that labour as paid and as unpaid occupations, not only should deliver profit, what means that labour should satisfy the need of society for the person who works, for others and/or for society as a whole. An advantage is that those activities are accepted that are outside the formal economy and common labour market, and that they still fulfil the need for people and society as labour activities (Van Hoof & Van Ruysseveldt, 1998).

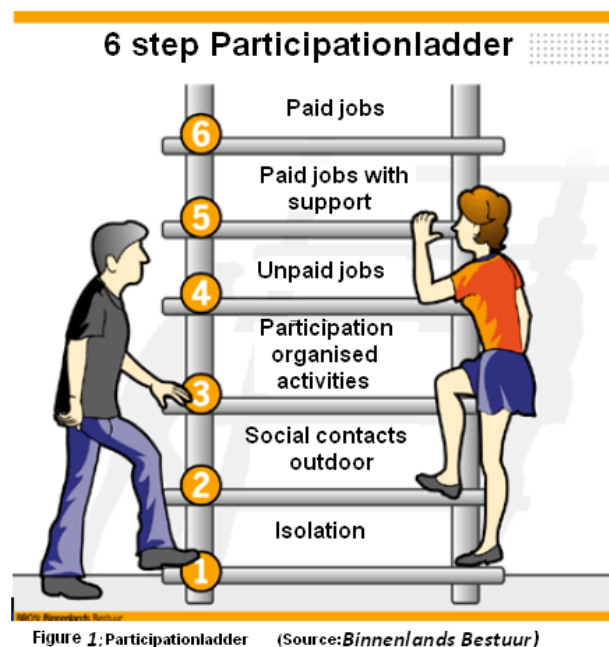
Participation means “to participate”. Five types of participation can be distinguished, like economic and social participation, and every type can have different forms of appearance, like for *economic participation* there are employee and labour participation. *Labour participation* is a central term in, for example, the labour market and social security policy and it means: *“the contribution from an individual or a group of citizens to the work process”* (De Jager-Vreugdenhil, 2011, p.77). It is interesting that research shows that *participation leads to participation* and sometimes it leads to more and different kinds of participation (Van der Graaf et al., 2005).

The LMPP is a combination of labour policy, participation policy, labour market policy and policy for social activation, economic and social participation. In the LMPP the term “Social Return on Investment” (SROI) plays an important role; the question of reciprocity. SROI focuses at helping people to get a job, people that actually have a full or a partial payment and/or they focus on realising work experience jobs for those who are still in education. Concrete, it means that (subsidized) organisations have to create some budget for contracting people with a big distance to

the labour market (target group WWB). SROI is the base for a common paid job and reaching the goals of SROI demands a large social responsibility from organisations (CAB, 2011).

3.1.2 The Enschede participation ladder

The participation ladder is a way to try to combine different definitions of participation in one conceptual frame. Many ladders are related to *the ladder of citizen participation* from Arnstein, 1969, but because of, for example, the WWB and the Law participation budget twelve municipalities have made their own participation ladder together with the VNG (Figure 1). This ladder starts with step 1, *Isolated*, with social participation and forms of societal participation, and ends with step 6, *Paid job*, as the highest goal possible (De Jager-Vreugdenhil, 2011; Tensen, 2011). Step 2 is unorganized social contacts outdoors without responsibilities, step 3 people participate at organized activities without tasks but with responsibilities, step 4 means social contacts with certain responsibilities and of a non-paid job without a contract and at step 5 people have a contract or they are entrepreneur without employees in combination with a payment or an education as a kind of support (Tensen, 2011).



The Enschede participation ladder is based on the VNG-ladder and has also six steps which should lead from a situation of isolation to the ability of getting a permanent paid job, with a contract, without an additional payment and without support other than from a manager or a colleague. Enschede (2010) uses the next definition for participation ladder: “A measurement instrument that shows how far away someone is from a normal job”. Participation starts at step 2.

To be able to place beneficiaries in *the perspective of labour market participation* they are divided in the next categories:

- **Labour:** steps 5 and 6 from the participation ladder, small or few distance to the labour market, loan value is 60% or higher;
- **Learning and working:** steps 3 and 4 from the participation ladder, medium distance to the labour market; policy is focused on permanent improvement of the position at the labour market; loan value is 20 to 60%;

- **Participation:** steps 1 and 2 from the participation ladder, for groups that have (for a long term) no perspective (anymore) at a job; these groups become part of so called “societal useful work” and with regularly measuring progress; the loan value is 20% or less (Team Kwaliteitszorg & Ontwikkeling, 2012).

A municipality can classify their citizens at the participation ladder based on available data from dossiers or after an interview. The first classification can be seen as a baseline, the moment a citizen gets its spot at the ladder, which shows if and in what way the citizen participates. Additional measurement can give an overview of changes in the position at the ladder and therefore in the way participation rises or falls. Like that, the participation ladder presents the result of (policy) efforts to motivate people to participate (Tensen, 2011).

The Enschede beneficiaries were placed on the participation ladder from September 2010 and repeatedly and this status was “secured”. The fixation seemed to be a good and necessary point in time from the position of people with a WWB-dossier, because the dynamic of inflow into and outflow from social security leads to “pollution” of the file. (Pollution in this case means that some people who are looking for a job do not have contact with their guides from the organisation who pays the payment and that in this period no review have taken place and therefore the registered step is not adequate at all times.) The policy responsables concluded, at the start of 2012, that from the different fixated files not many useful conclusions could be drawn concerning the functioning of the LMPP; it could not be concluded why there was a change on the ladder. Therefore, the responsables have stopped the fixation of the WWB-dossier (Werkplein, April 2012).

However, as an illustration from the Enschede participation ladder, one of the fixations is presented below (Figure 2). It demonstrates a pie diagram with the position of all WWB-beneficiaries at October first, 2011. The purple seventh part (step) of the diagram is the amount of dossiers which were closed the year before October 2011, therefore, the outflow.

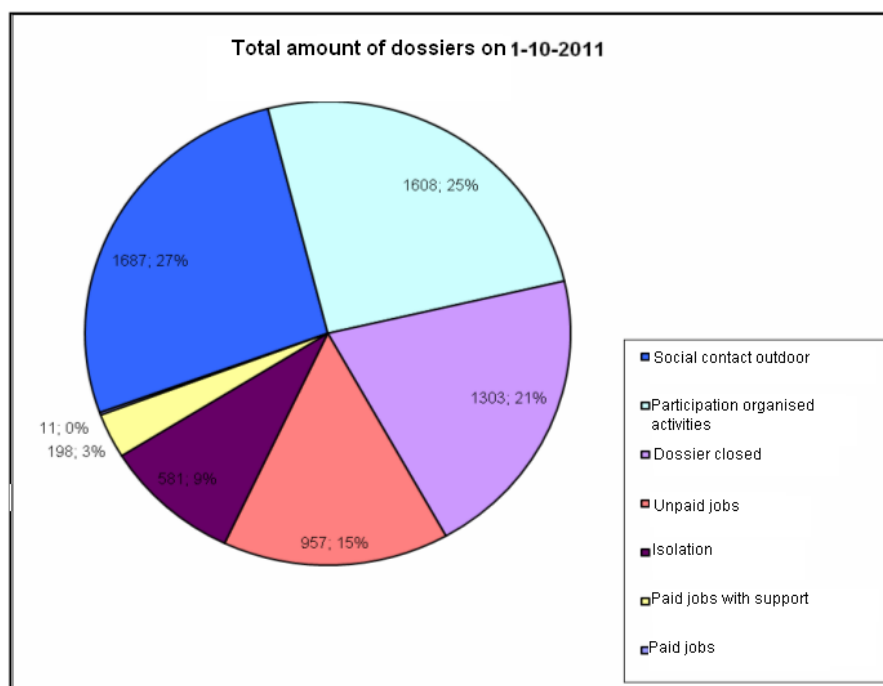


Figure 2: Enschede participation ladder, October 2011

Figure 2 shows, for example:

- Step 1: 581 (9%) beneficiaries lived in isolation
- Step 6: 11 (0%) beneficiaries had a paid job
- The outflow out of a social security payment was 1.303 (21%) people (Enschede Excel document, 2011-a) and some reasons were: accepting a normal job elsewhere or from a work agency, moving to another municipality or out of the Netherlands, getting a personal relationship, detention, because of the partner, reaching the age of 65, other reasons or no information.

3.2 National policy: WWNV and WMO

Enschede LMPP does not stand alone. It is based on national developments and laws: the WWNV and the WMO. Both laws will be explained below. Also studied are the arrangements the Government made with the Society of Dutch Municipalities (VNG), representing all three Dutch administrative layers, and described in the agreement *Bestuursakkoord 2011-2015 VNG, Interprovinciaal Overleg, Unie van Waterschappen en Rijk*. The municipality is closest to citizens and it takes care of security and the liveable environment for living and working. It is the first in line for citizens concerning services and tasks at the social, economic and physical domain (VNG, 2011, p. 3). There are two more important subjects to be mentioned. Firstly, during this research it is unclear how the WWNV finally will be implemented; during the writing of this report the law still has to be accepted by the Dutch First and Second Chamber. Secondly, partly because of the first subject it could be the case that it was very complicated for Enschede civil servants to reform WWNV and WMO to one integrated policy program and subsequently to present and explain this policy program clearly to the city council and other stakeholders. Therefore, the question is whether stakeholders have enough knowledge of the subject.

3.2.1 WWNV: Law Working according to abilities

The national labour market policy focuses the last few years more and more on the purpose to activate as much people as possible in society. As a reaction on dealing with less young people and more senior citizens the government focuses especially on activating citizens able to work (partly). Rising of the net labour participation, as well as the total amount of working hours, is the spearhead of policy with special attention to participation (Van Echteld & Hoff, 2008).

In the government agreement of the Cabinet Rutte (2010) “individual interest”, the fact that everybody who is able to participate in its own way, in Dutch society, is described as follows: *“Every human being has the right of self-determination, deserves a chance to take the best of him or herself and to develop him or herself. Nobody will be left aside, everybody is approached. A job is the best form of social security. Of course together we will take care of those who really are unable to participate.”* To provide one’s own maintenance and getting and keeping a paid job is in the first place seen as the responsibility of the individual. The existing laws and regulations are unable to make people get the best out of themselves. The re-integration budgets, which still exist today, will be joined together to make municipalities to be able to deliver a customized budget for each individual and to offer help and support as effective as possible. Finances can be inserted more effective and efficient and therefore, it will be possible to do much more with fewer budgets. The actual social framework could be functioning more active, transparent and simpler (Ministry of Social Affairs and Labour [MSZW], 2012).

Participating at peoples own capacity serves a *social, societal, financial* and *economic* concern. If nothing changes there will be a shortage of labour in the future, while, for different reasons, there are many people not working who should be able to work (partly). The financial importance is that the policy should change drastically to intercept the results of the financial and economic crisis (since 2008). To make social care affordable for future generations, everybody has to be activated and the entrance of the social safety net or social security should only be possible for those who do not have the power to enter it on their own. Like this the government expects to continue realising support for social care (MSZW, 2012). The WWNV has to become a broad system with equal rights; duties and labour market opportunity for all people with the ability to work that are at the moment are still covered by different laws (VNG, 2011, p. 21). Most municipalities accept these starting points, but they expect immense bottle necks in implementation (VNG, 2012). The WWNV asks from the municipalities, and their social security organisations, power to change and innovation, and the policy documents of Enschede already show a lot of these chances (par. 3.2).

During this research, until a week after the WWNV was discussed in the Second Chamber on April 23, 2012, the Cabinet fell. It is expected that after the national elections on September 12, only in the late autumn a new Cabinet will be installed and discussions about WWNV will continue. There is a broad consensus for the WWNV; however it is unclear whether the WWNV will have a chance to start functioning on the first of January 2013. For Enschede this was not all to deal with. May 8, 2012, the alderman responsible for LMPP quitted, because of critics on parts of the LMPP. After that, it became more difficult for policy responsables to create more (political) support for LMPP.

3.2.2 WMO: Law on Societal Support

The WMO is based on the fact that people are able to take care of themselves in daily living, even though they might have a certain disability. It combines old and new municipality tasks concerning the domains of homecare, care for disabled, motivating volunteers, supporting caregivers and nurture, social care and municipality development in the neighbourhood. The direct influence of the WMO is limited to three concrete forms of participation what is demonstrated in the next three goals:

- Disabled can take part of social relations;
- Non-disabled citizens also want to contribute to citizens organisations and to participate in social relations;
- All citizens, and especially those who need social support, can be part of the development of the WMO-policy (De Jager-Vreugdenhil, 2011, p. 72-92).

It is important that more people can participate in society and to realise this WWNV-subjects should be linked to subjects of the WMO; the own responsibility en personal power of the citizen are on top. At the same time, it is desirable that the citizen, if necessary, is supported adequately to continue participating individually as long as possible. Therefore, the municipality should also connect policy domains, to organise the support as effective and efficient as possible.

3.3 Enschede policy documents

After inventorying the Enschede LMPP it became clear that this policy does not exist of only one document, but of multiple policy programs, policy documents, policy tasks and small or big projects, and often, each document has its own goals, instruments and indicators. To answer research

question 2, the most relevant policy documents are studied and goals, instruments and indicators are established, and if there are indicators they are described.

3.3.1 Enschede Labour market Approach

The Enschede Labour market Approach describes the way Enschede makes policy concerning the inflow into and outflow from social security of citizens without a kind of paid job in the WWB. The priority is the durable outflow and the control of new inflow. To organise and to staff the leading organisation is at stake. The purpose is that nobody flows into a social security payment if there is not a real reason.

Inflow into social security: For preventing to flow into a social security payment the municipality has four policy instruments:

1. "Poortwachtersfunctie" ("*gatekeepers function*") of the Labour Square. For this function counts the WWB-Actionplan 2008 to activate citizens with the *goal* to make them move and to give their own live content. The pursuit was to get 51% less beneficiaries (Gravesteijn et al., 2011).
2. "Workstep/Workfirst". January First 2012 this instrument was changed in a way that the employers should operate as a kind of re-integration bureau and like this they became head of the process to lead unemployed to a proper normal job. The *goal* was to let municipalities keeping in touch more directly with employers and to place clients quicker in a job after having agreed about their loan value. This new design should lead to more and more attractive jobs and to outflow to the labour market, or, if that is not realisable, to societal participation.
3. Reducing premature school abandon with the instruments of: the Regional Hotline Coordination School abandon, the Action team Premature School abandon and the special Youth window. The *goal* is to lead back dropouts to school to gain a starter qualification, or, when that is out of reach, to find a job for the juvenile or to nominate them for a special (internal) trajectory.
4. (Pilot Inflow New Enschede citizens) "PIN-project", a project with three housing corporations for people who are new in Enschede and who need jobs, a rental home and who somehow need aid from the WWB. The *goal* of this instrument is to only let those citizens enter who are motivated and therefore, during the entrance, there must be delivered customized personal care concerning housing, information, school appointments, labour and participation, integration and childcare (Gravesteijn et al., 2011). Another *goal* is to improve the reliability of the Basic Administration of the municipality (Assink, 2011). In this policy no indicators are mentioned.

Outflow: For realizing the outflow of the WWB many jobs are needed and Enschede has noticed that there are too few jobs at the "downside" of the labour market. Another conclusion is that the total amount of labour in Enschede is not enough to get a job for every member of the labour force. Instruments to improve the work for the lowest levels of the labour market are for example: education, new forms of subsidised labour, improving selection and matching with new software and renewal from "Enschede Labour market Approach" to "*Renewed* Enschede Labour market Approach" focused on loan dispensation, working on demand, building a curriculum during work and the reorganisation of the department of Economic Affairs the way entrepreneurs in Enschede have as little as possible pressure from administrative and other burdens.

The *goal* of these instruments is to create a more attractive "housing-working-living-climate" for the higher incomes and a more attractive business climate for entrepreneurs (Gravesteijn et al., 2011).

There are no indicators mentioned in this policy.

3.3.2 The Employer at the Start

End 2010, the Board choose to continue developing the labour market policy whit as a result the “Business plan uitvoeringsorganisatie EAA” called “*De Werkgever op kop*” (*The Employer at the Start*), in June 2011. Preventing new inflow into the WWB is central, like the immediate “taking in” or approaching of jobseekers. Together with new Enschede Labour market Approach-policy a new implementation process is needed as described in the Business plan, with a focus on: market, society and means. If the term “mission” is translated to “goal”, the purpose of the implementation program is that Enschede talent and capacity have to be linked to the requirements of employers. By putting the employer at the start of the process, the other goal is that the municipality gets more profit from investments, with the purpose of *participation, learning and working* of beneficiaries.

If the term “basic principle” is translated to *goal*, the implementation program has three *goals*:

- Employers play a bigger part in switching on to people with limitations;
- Offering people a normal job in a common setting concerning the three goals mentioned before (participation, learning and working);
- Trusting the intrinsic motivation of the jobseeker and encouraging this motivation.

There is another *goal*: leading the beneficiary, who already works with the employer, to step 5, the job with support. There is also a *Team Enschede Labour market Approach* available to connect Enschede talent and capacities to the demands of an employer the moment this is not possible through the common game of the market.

In the Business plan no indicators are mentioned.

3.3.3 Framework program 2012-2014

This Kadernota 2012-2014 (*Framework program 2012-2014*) mentions: “*The biggest financial challenge is to intercept the consequences of the national budget cuttings, especially of the participation budget, the AWBZ (General Law on Costs for Special Care) and the social labour services.*” The policy also indicates that the approach of the complex societal tasks, together with partners, got an impulse because of an equal relationship, just like the Board had in mind when they came in office in 2010.

The Business plan and the Enschede Labour market Approach (*The Employer at the Start*) are extensively inserted in the Framework program, together with, for example, different policy programs from the Budget program Economy and Work, WZW and Growing up and Development. In the next paragraph called Budget program 2012-2014 the purposes mentioned in the Framework program will be given during the description of the program it concerns.

In al these subjects no indicators are presented.

In the Framework program there is special attention for so called “*stadsdeelgewijs werken*” or “*working with a focus on the specific neighbourhood*” and for the proposition “*Wijkbudgetten*” (*neighbourhood budgets*) which were accepted by the city council in April 2011. The purpose of *working with a focus on the specific neighbourhood* is to strengthen the neighbourhood management and to give it more power. The management should get a key position in signalling problems, centralizing the perspective of citizens and initiating activities. The goal of the neighbourhood budgets is to give inhabitants more influence and responsibility concerning their environment. Because participation of societal active citizens translates in more influence, municipality measures and activities need to meet the desires and needs of the inhabitants. Herewith, the important

presumption is that citizens can find smarter and possibly less expensive solutions than the local government, so local investment comes up with better societal profit.

3.3.4 Budget program 2011-2014

Making a Budget program connects policy and finances and is obligated for all municipalities since 2004. Purposes and activities are called *output* and *outcome* and the policy programs are structured around three questions: *what do we want to achieve; what is needed to achieve it; and what does it cost* (De Groot, 2005). The Enschede economic policy is evaluated in 2011 and the conclusion was that only in the Budget program 2010-2013 indicators were found and that the list with indicators was enlarged during the period 2011-2014 with information about relevance, suggestibility and availability of benchmark. Another conclusion was that there were too little indicators and that no accurate definition was given from the term *indicator* (Andringa, Coenen, Hoppe and Vikolainen, 2011).

The Budget program 2011-2014 (2010-a) concerns the budget for 2011 and gives an insight until 2014. From the seven policy programs for this research Economy and Work is most relevant, however, also a few other policy programs are involved and also their goals and indicators are studied, because they are connected with the LMPP. In the next paragraph these programs are searched for goals and indicators.

Policy program Economy and Work

The vision that is the base of the program *Economy and Work* is that citizens, businesses and (societal) organisations will have to play a bigger role in making decisions and developing plans. The local government wants to make the citizen responsible for all kinds of subject and wants to increase the self organising capacity and to better utilize and improve talents. One of the central themes is *participation* as part of working for each individual neighbourhood. However, the local government also faces big budget cuts and also for that reason the starting point is: more self-reliance and bigger own responsibility. Furthermore, this program shows that the social safety net has to be maintained. Head priority is building a strong municipality of Enschede with enough and adequate jobs for the entire labour force, improving the growth of labour and increasing participation. Additional *goals* are:

- An optimal collaboration with business and educational organisations;
- Strengthening innovation and entrepreneurship;
- An effective and smaller local government
- Choosing better public services, by organising facilities differently;
- Citizens, business and associations, are given more “space” and possibilities to influence, to control and to steer more and to have more responsibilities in their own neighbourhood (this can also be found in the program WZW).

Because this research focuses on LMPP the phrase about responsibility and involvement of inhabitants, organisations and entrepreneurs is of great importance.

Indicators are:

- Augmentation of jobs in the scientific sector (indicator effectiveness of innovation policy);
- Valuation of the business climate with a score as overall judgment;

- The amount of “result focused placements” at business organisations as a result of involving the entrepreneur at tackling unemployment;
- Percentages of SROI as an instrument to make it possible to measure efficiency of societal investments in an economic and social way;
- Finally, climbing the participation ladder as indication of the effectiveness of the labour market policy and to indicate how far a beneficiary is away of having a normal job.

Policy program Growing up and Development

The policy program *Growing up and Development* has some overlap with the program Housing Care and Welfare, but in the program Growing up and Development from the Framework program the next *goals* of effects are mentioned:

- Raising the level of training and education of the labour force;
- Strengthening the self-reliance of juveniles and their parents during education at home
- Improving a healthy lifestyle.

Herewith, it is explicitly indicated that the development of talent of Enschede children has to be optimised, because of increasing a sportive, healthy and durable life, with respecting each other. Prevention and collaboration are the key terms and the next goals are presented:

- strengthening self-reliance by supporting education;
- youth policy focused on prevention;
- growing up in a safe environment.

Indicators are:

- The amount of places in the “Early Education” like childcare and playgroups;
- The number of announcements of leaving education before the age of 23;
- The part of the population in the age of 6 till 79 to sport;
- The number of care appointments at the Bureau of Youth Care of the province Overijssel, which shows how many children get an indication for support.

Policy program Housing Care and Welfare

The *goals* of the program *Housing Care and Welfare* is focused on the fact that citizens should take care of their selves in their own home, as long as possible, in secure and liveable neighbourhoods. To reach that goal they participate. The next *goals* are leading:

- Strengthen working with a management and policy in each individual neighbourhood by strengthening the management team and give them more responsibility;
- Strengthen citizens participation by giving the citizens more influence, more to say and to give them more responsibilities;
- Strengthen self-reliability and participation.

By the renewal of the welfare policy the focus is on care and technology, support at housekeeping and housing of vulnerable groups.

Indicators are:

- The degree of satisfaction of inhabitants about their environment;
- The percentage house holdings with support from the AWBZ and WMO;

- The way people answer to the maximum stay in societal care (nine months), talking, for example, about people without stable housing or victims of domestic violence.

Policy program Habitat

The *goal* of the program *Habitat* is that the public space is maintained together with citizens, companies and organisations.

Indicators are:

- Results of inspection with respect to clean, complete and secure;
- Appreciation for the public bushes in the district or neighbourhood;
- The percentage of citizens' actively participating in maintenance and controlling the public space.

Policy program Public Services

About improving the self-reliance of citizens the program *Public Services* works together with the program Economy and Work and especially with the sector Labour and Social support. The *goal* is to handle as quick and efficient as possible public questions, or by improving the maintenance of an effective contact with the client with different forms of services (for example reception, telephone, website, post).

The *indicator* is client satisfaction.

Policy program Governance and Means

Goal of the program *Governance and Means* is to do business in a societal responsible way, with SROI as a spearhead. Because of the policy of Personal and Organisation and as an example, the municipality has focused on 50% participation of employees with a social indication for labour provision during the procurement of the municipal catering.

3.4 Goals, instruments and indicators

Table 2 shows all goals, instruments and indicators which have been found in the above presented policy documents:

POLICY, GOALS AND INDICATORS LMPP FROM APRIL 2010	
STUDIED POLICY DOCUMENTS: GOALS OR INSTRUMENTS FROM APRIL 2010	INDICATORS
I. Document Enschede Labour market Approach (ELA):	
<ul style="list-style-type: none"> - controlling new inflow into WWB - durable inflow into WWB - nobody flows in WWB without or for no reason - more attractive climate for living, working, establishing for higher incomes and employers 	
II. Labour Square: 51% does not result in a WWB-payment (inflow)	
IIIa. Workstep Workfirst: durable outflow to labour market or to participation	
IIIb. Renewal of the department W/W: making employers create employability and conducting to more and attractive jobs	
IV. Preventing school dropout: preventing juveniles to inflow into the WWB	
V. PIN-project: <ul style="list-style-type: none"> - only make motivated new habitants entering Enschede; - delivering customized jobs with respect to for example housing, childcare, integration; - increasing reliability of the GBA (municipal basic administration) 	
VI. Document EAA Business plan Executing organisation (from late 2010): the Employer at the Start	
<ul style="list-style-type: none"> - Preventing new inflow into WWB; - Immediately addressing job seekers; - Converting as many actual detachments as possible to work with support 	
VII. ELA: executing program: Linking talent and capacity from Enschede to the needs of employers, by giving them a bigger role in entering disabled people, employers provides a normal job; activating intrinsic motivation of the job seeker	
VIII. Team ELA: Linking talent and capacity from Enschede (or Twente) to the needs of the employer	
IX. Enschede Developing path ELA: (flow) Intensively and immediately going back to work of a WWB-beneficiary by using individual possibilities through the phase of diagnoses, application and internship	
X. Model for Grow and Development Enschede Labour market Approach till 1e part 2012: Approaching new inflow using the new approach	
Document Budget program 2011-2014 And Kadernota 2012-2014:	
XI. Policy program Economy and Work: <i>Main purpose:</i> a economic strong city with enough adequate jobs for the labour force; promoting growth of jobs; augmenting participation	
<i>Goals:</i> strengthening the economic structure and innovation power Twente; together with employers realising durable outflow of beneficiaries; work and/or participation for everyone	<ul style="list-style-type: none"> - Increase employability in intensive knowledge sector; - Appreciation business climate; - Amount of result-oriented placements at companies; - Percentage SROI at buy and contract projects > ton €; - Climbing the participation ladder
XII. Saving measures Economy and Work: Maintain social	

security net; augmenting self-reliance and self-responsibility	
XIII. Working per city part: augmenting participation; Strengthening neighbourhood management by a key role at signalling and initiating actions an giving more influence at inserting programs; citizen perspective central	
XIV. Policy program Growing up and Development: Strengthening self-reliance; augmenting the level of education and the labour force; strengthening self-reliance of youth and parents at nurturing; improving healthy lifestyle; optimizing talent development children (minimum income) for a sportive, healthy, sustainable, respectful life	<ul style="list-style-type: none"> - Amount of available places in childcare and playground - Amount of announcements of premature school dropouts aged < 23 - Amount of sports practitioners in the age of 6 till 79 - Amount of Enschede care appointments with the Bureau for youth care
XV. Policy program Housing, Care and Wellbeing: A smaller call on heavier and expensive professional care by signalling early problems and next intervening properly; Liveable and secure neighbourhoods; Citizens as long as possible self-reliable	<ul style="list-style-type: none"> - Degree of satisfaction citizens of habitants about their environment - % citizens that feels insecure in their own neighbourhood - % households with AWBZ and WMO support - Degree of the way the societal care meets the max. stay in social care (9 months)
XVI. Policy program Environment: Deliver a structural contribution to a sustainable life/housing/work and business climate	<ul style="list-style-type: none"> - Inspection results concerning clean, complete and secure - Appreciation public green in the district or neighbourhood - % citizens participating actively in controlling and care of public space
XVII. Policy program Governance and Means: SROI because of societal responsible business	
XVIII. Policy program Public Services: Quick and efficient dealing with public questions; effective customer contact; ameliorating self-reliant beneficiaries	<ul style="list-style-type: none"> - Customers' satisfaction for each municipal communication channel

Table 2: Policy, goals and indicators LMPP from April 2010

As the table shows, goals or instruments are presented at every policy theme (at least one at every theme), but there are nearly no indicators. In only two documents (the Budget program 2010-2014 and the Framework document) indicators are discovered. At the three goals of the policy program Economy and Work five indicators are mentioned; at Growing up and Development four indicators; at the three goals of Housing Care and Welfare also four indicators; at the goals of Environment three indicators and at Public services one indicator; in total seventeen indicators.

Goals or instruments

There was searched for goals or instruments. A *goal* always is a situation, which is, at the same time, been found desirable, and it wants to be found and can be found. An *instrument* is the mean or the performance, therefore no situation, to reach a goal (Van de Graaf en Hoppe, 1996). Maybe some goals can be interpreted as mean or instrument to reach a goal, for example, "controlling new inflow into the WWB". This can be a goal on its own, but also an instrument to reach other policy goals like making citizens climb the participation ladder and getting them back to (supported) work. Another example is education for beneficiaries (annex II). This is called a goal, however, it can also be an instrument to reach the goal augmenting knowledge and improving abilities. In this research with both goal and instrument is meant: *"the goal to be strived for and for which this research tries to find a set of indicators to give insight in the effects of LMPP and to monitor these effects in the future"*. Next, only the word *goal* will be used again.

3.5 The Enschede Labour Square

To get a better sight of the policy, initiatives and goals that determine the position of the beneficiary on the Enschede participation ladder, but also to get a better view of the organisation that positions the beneficiaries at the ladder, next, two flowcharts are presented. Furthermore, is focused on annex II were two tables of strategic tasks and policy initiatives are demonstrated to show how the Labour Square operates. To get an impression of the position of the Labour Square in the municipality an organisation scheme is presented in annex III and in annex IV another organisation scheme is shown from the department “Dienst Complementaire Werken” (DCW). The Labour Square is part of DCW, and it is the implementation organisation where the services of work and income come together.

Labour Square Enschede consists of a partnership between the Enschede UWV and the same organisations at the municipalities Haaksbergen, Dinkelland, Losser and Oldenzaal. The Labour Square tries to answer labour market questions and to solve problems by supporting as much people looking for a job as possible to find a job and by providing employers with adequate employees. The focus is on people with a long distance to the labour market and the theme is “*working together on work*”, because of the partnership between employees, people looking for a job, employers and other partners (Werkplein Enschede, 2012).

The Labour Square handles four steps in case a citizen (client) searches a job. When a client enters for the first time he (or she) is addressed to a “quick scan reception” to find out whether the client has the right to receive social security. The second step is to diagnosticate what the clients talents or capacities are, corresponding requirements of employers, and if necessary, training or education. The third step is to support the client to improve his capacities in four weeks and after these weeks a report is made for finding a match with an employer. The fourth and final step is that about fifteen advisors try to effectively match a client and an employer.

The first flow chart (figure 3) shows a chain of participation to work in November 2011. It presents the steps of the participation ladder with from the left side a long distance to the labour market, focussing on participating, until the right side, a short distance to the labour market, focussing on work. It also shows that the Enschede Labour market Approach and Renewed Enschede Labour market Approach are called “*WerkPakt*” since late 2011 and that *Participation, Education and Work* are the centre of the policy. At the base, different pilot projects are shown that are implemented since November 2011 (Enschede Excel bestand, 2011-b).

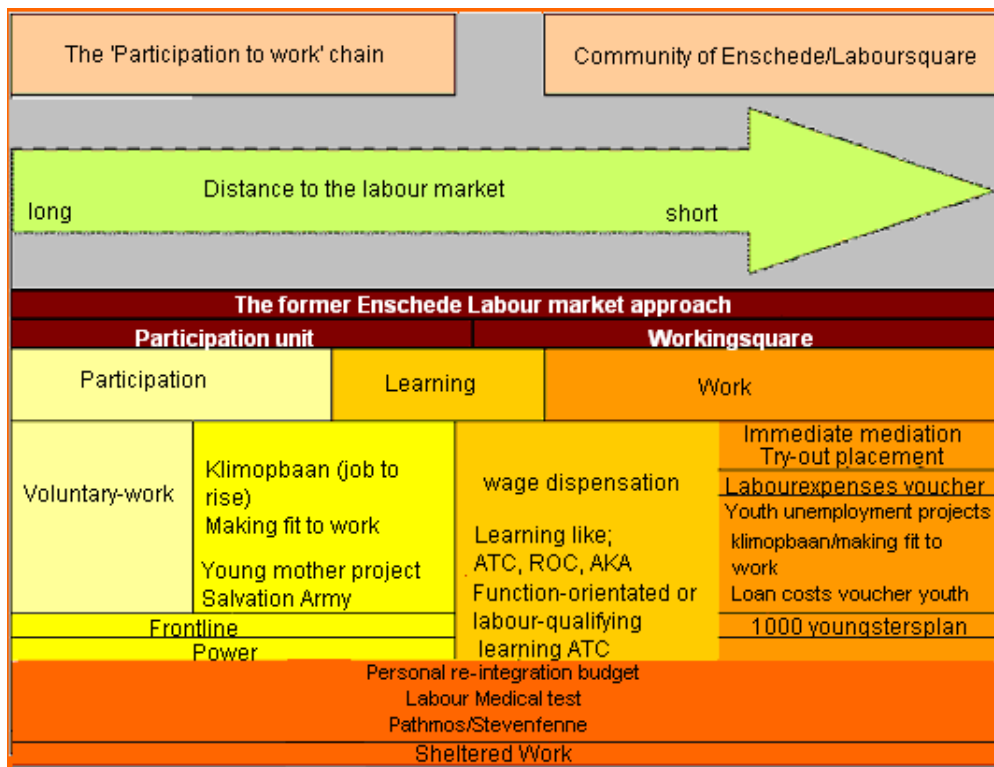


Figure 3: Flowchart with the cycle from participation to work, November 2011

At the start of 2012 the Labour Square made a new, simpler version of the flowchart (figure 4 *Labour instruments 2.0*; Enschede Economie and Work, 2012) This chart makes clearer the link between the six steps from the participation ladder, and the development process with the trichotomy *Participation, Education and Work* is better recognized. Again the overall idea is to show the distance to the labour market, with at the left a big distance with protected jobs until the right a short distance with common paid jobs.

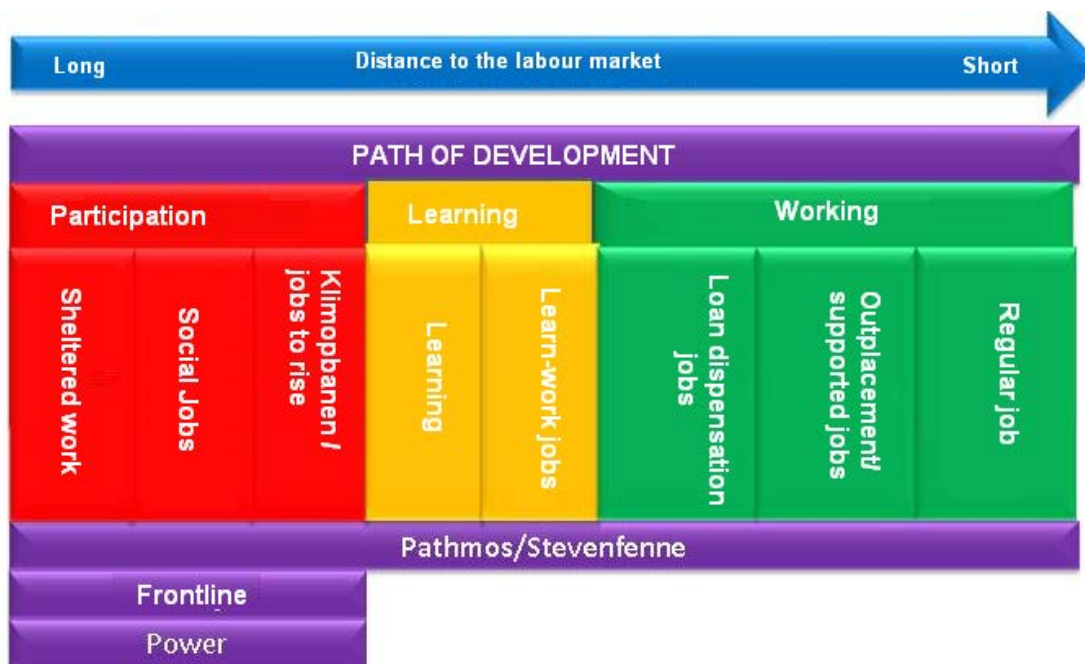


Figure 4: Labour instruments 2.0: the chain from participation to work

The policy of the Labour Square, which places the beneficiaries at the participation ladder, is placed in a third and fourth table (annex II). Table 3 shows strategic tasks and instruments. The purpose of the first task is to give beneficiaries a normal job and a contract, the purpose of the second task is to offer beneficiaries education and learn-work internship, and the purpose of the third task is to make beneficiaries fit for a job at a societal organisation or employers. Strategic task 4 is the same policy as task 1 till 3, however, particularly for juveniles till the age of 27 and the flanking policy can be used if necessary to support the other tasks.

Table 4 shows policy initiatives and goals.

3.6 Conclusion

In this chapter research question 2 is answered “*Which policy goals and indicators are currently mentioned in the official Enschede labour market participation policy documents?*”

Firstly, the terms *labour*, *participation* and the Enschede *participation ladder* are described. *Labour* is performing pursuits of use for the person who works and for the near environment and/or society as a whole. *Participation* is the contribution to the labour process of an individual or of a specific population. Labour policy, labour market policy and participation policy, concerning social activation, economic and societal participation, in Enschede, come together in LMPP, because of the perspective of a future where every citizen has a paid job or participates in society, one way or another.

Because the focus is on the LMPP, particularly on durable participation of beneficiaries and the development of participation, *the participation ladder* is explained. The ladder combines several explanations of participation in one conceptual frame. It has six steps that lead from a situation of isolation (step 1) to a paid job with a contract, and without additional payment and without support other than from the manager or a colleague (step 6).

Secondly, in paragraph 3.2, the most relevant Enschede policy documents regarding LMPP are described, and goals and indicators are presented and summarized in Table 2 *Policy themes, goals and indicators LMPP from April 2010*. Because this research focuses on beneficiaries, in paragraph 3.5 *the Labour Square* is presented together with its policy instruments and initiatives that motivate and activate the beneficiaries to climb the participation ladder.

4. TREE OF GOALS, GOALS AND INDICATORS

To answer research question 3, firstly, the principle of a Tree of Goals is described and it is studied whether goals can be combined when they have the same intention. Secondly, a table is produced with a selection of goals that are used to adorn an Enschede Tree of Goals (the ED) to show which goals are most essential to give a beneficiary a certain position on the participation ladder and which goal are essential to climb the participation ladder. Thirdly, existing indicators are connected to goals and finally, a conclusion is drawn.

In paragraph 4.6 research question 4 is answered and some suggestions are given for new indicators. Paragraph 4.7 answers research question 5 by presenting a set of adequate indicators to monitor LMPP.

4.1 Tree of Goals and perspectives

As shown in chapter 3 the LMPP is a set of documents and methods with a lot of overlap and therefore a Tree of Goals is adorned. The ED will show how all the relevant policy is related to the LMPP and particularly, how it is related to the participation ladder and to the goal “*rising the flow*” to finally reach the ultimate goal: step 6, a paid job.

To find a Tree of Goals, for example, the definition of the national Audit Committee (2000) is studied: “*In a Tree of Goals, the goals from different policy domain can be presented, with at the bottom of the tree the policy instruments, above these instruments the sub goals and in top the final goals*”. (Algemene Rekenkamer, 2000). The Tree can be used to decompose specific policy and it determines how the policy is composed and why people expect the policy instruments that were used to lead to the expected societal effect (Hassing & Vanheste, 2003). The Tree can be used as a controlling instrument, as management information, and it can consist of all kinds of design (Zeist, 2009); the municipality of Zeist for example, presented a Budget program with fifteen different kinds of Trees of Goals, in 2009.

Perspective government and citizen

To find a selection of most relevant goals to climb the participation ladder and to adorn the ED two different perspectives are used: the perspective of the beneficiaries (*What is necessary to motivate me to make me wanting to climb the participation ladder?*) and the perspective of the local government (*What is necessary to motivate and to activate a beneficiary to climb the participation ladder?*). Both parties have different perspectives because they have different interests. A *municipality* for example, has the duty to watch liveability and security of society and delivers public services and it is the platform where a production and providing of services is considered, like building roads, collecting garbage and offering social security payments (De Bruijn, 2001).

A *citizen* is an individual who has to survive, and therefore the entrance to social aid sources is essential. The central source is money and with money entrance to sources is obtained; sources, like food and housing, but also like public services and information. This means that citizens need to dispose of money, which is possible by entering the labour market, by having a family or by receiving social security, like social insurances and social services (De Jong & Schuszler, 2002). In other words, the citizen is interested in getting money and information and the municipality is interested in the fact that the citizen owns money and information. The municipality can offer both through offering labour and/or social security.

4.2 Table 5: selected goals

During studying the LMPP and the tables 2 and 4 it became clear that there are differences between policy responsables in formulating the same policy goals. Three examples:

- “Providing 51% less WWB-payments” means the same as “controlling new inflow in the WWB”;
- “Enlarging participation” means the same as “everybody has to offer a structural contribution”;
- “Preventing and reducing” means the same as “reducing poverty”.

A reason for different formulations could be that the instrument Performance measurement not only can be used for measuring and learning, but also for steering and controlling policy and “to pay off”. Therefore, this aspect is kept in mind by studying, selecting and combining goals.

Also the next aspect is studied: table 4 is based on the LMPP which is based on goals presented in the actual program of the Board. The LMPP is decided by the highest council of the municipality, the city council. The policy initiatives and the pilot projects of the Labour Square are supposed to be based on national policy and on the LMPP as decided by the city council. Therefore, this research will only focus on table 2 with a summary of the LMPP, in order to select general goals.

Finally, eight (general) goals are formulated and they are presented to a policy advisor of the Board and two policy responsables from the Labour Square. They were asked whether these goals represent the LMPP the right way, in other words, whether these goals are the expression of the subjects the Labour Square is implementing. Table 5 shows the positive answer. Behind every goal there is a short explanation and a reference to the policy and goals from table 2 (par. 3.4).

GOALS TO RISE THE ENSCHEDE PARTICIPATION LADDER	
1.	Rising to flow the participation ladder for example by activating (societal, cultural, sportive and social) with the aid of different measures, to change detachments to supported labour, societal entrepreneurship, linking talent and capacity to the need of the employer (VI, VII, IX, XI, XII, XIII, XIV, XVII)
2.	Broaden the horizon of children (minimum income) like developing talent to make children participate to educational, societal, sportive and cultural activities (XIV)
3.	Preventing or diminishing poverty by for example an early signal, material or financial aid (once), preventing debts, remission, keeping citizens without debts, a contract, presentation or manifestation and to improve the working together between organisations and citizens (XII, XV)
4.	Enlarging knowledge and improving competences like preventing leaving school premature, augmenting getting a start qualification, learning filling in forms or learning to secure energy, informing about measures for support, reducing the non-use WWB, having low profile digital services of indication and explaining processes (IV, XIV)
5.	Raising responsibility and self-reliance maintain the social net, rising the education level, giving an early signal in case of problems (IV, XII, XIV, XV)
6.	Creating sustainable, liveable and secure neighbourhoods by strengthening the management of the neighbourhood and using the neighbourhoods care team (XIII, XV, XVI)
7.	Strengthening the economic structure by for example creating an attractive climate for living, working and housing, strengthening the starters subsidies, creating sufficient, adequate, attractive (participation) jobs (I, IIb, IV, XI, XVII)
8.	Limiting the inflow into social security by for example making work worthwhile, appointing people looking for a job immediately, linking talent and capacities to the needs of the employers, only awarding motivated beneficiaries from outside Enschede (I, II, IV, V, VI, VII, X)

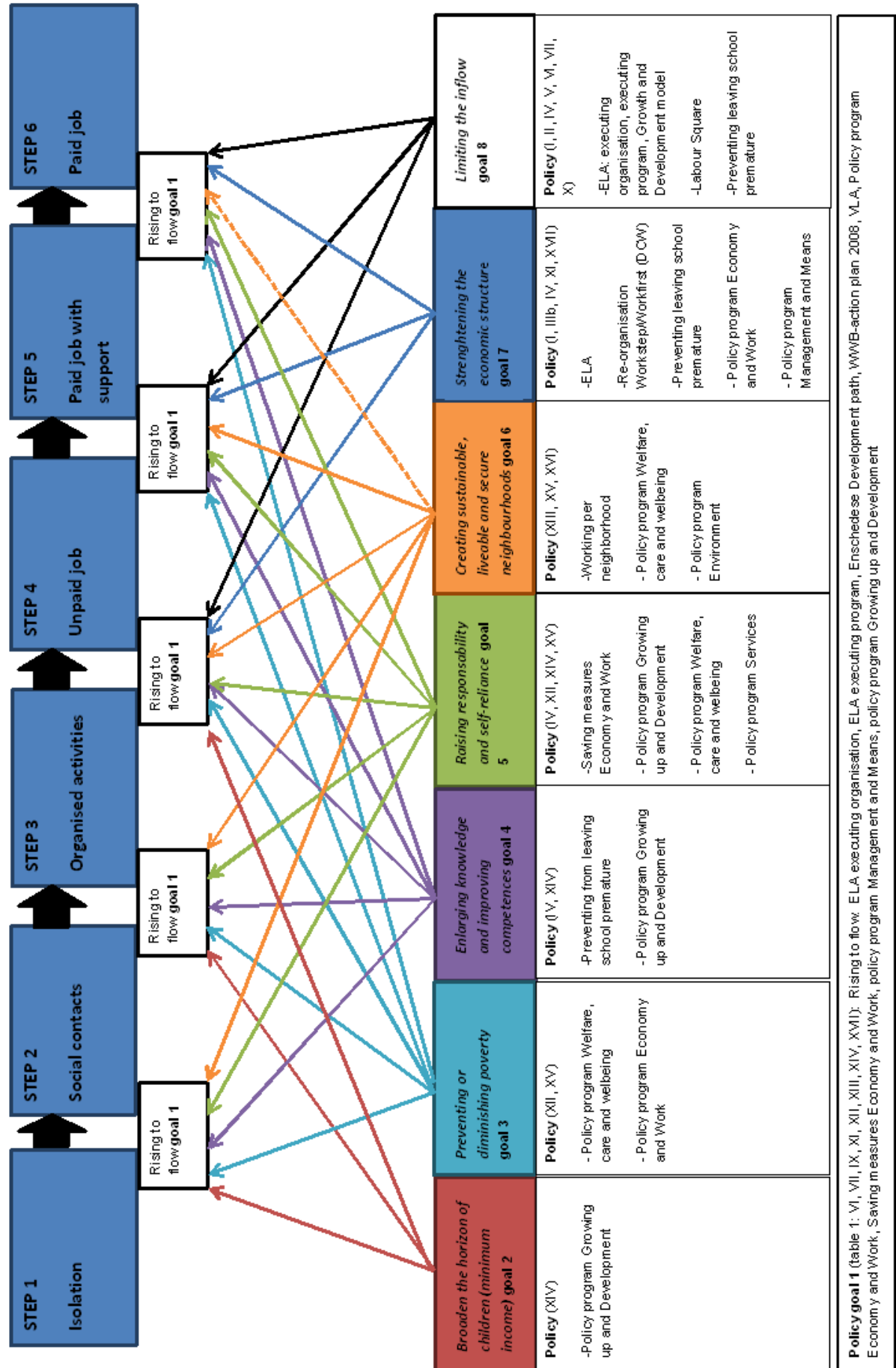
Table 5: Goals to climb the Enschede participation ladder

Next, with table 2 and 5 the ED is adorned. The ED shows the connection between goals and the different steps of the participation ladder.

4.3 Enschede Tree of Goals: figure and conclusion

The ED is presented at the next page and after the ED follows a conclusion of the description of the ED in annex V.

ED: Enschede Labour Market Participation Policy Tree of Goals



Conclusion description the ED:

1. Rising to flow the participation ladder is necessary to climb the whole participation ladder. The LMPP is focussed on moving, activating and making all beneficiaries participating, because having a job is part of a life as normal as possible and the job can contribute to the feeling of self-esteem and wellbeing (Van Iren, 2000). A job can make someone also less (financially) independent of the municipality.

2. Broaden the horizon of children (minimum income) is important for children and their environment to rise from step 1 till step 3. Developing the talents of children is necessary to improve their self-reliance and a healthy lifestyle, which makes them more independent in the future and prepares them to provide in their own needs. The child becomes less dependent of others like the municipality and a child with a widened horizon can, eventually, influence the motivation of, for example, an isolated family member.

3. Preventing or diminishing poverty is of importance to climb the entire participation ladder. It contributes to the feeling of self-esteem and self-confidence and it makes (more) independent. It can be reached by enlarging self-reliance, improving and using talents, rising participation and to let measures and activities correspond to the desires and needs of citizens. A social safety net is also of great importance just like making the environment more liveable and secure, with care for each other.

4. Enlarging knowledge and rising competences is important for every step to be taken at the participation ladder. It makes citizens more self-secure, it gives a higher self-esteem and it makes them less dependent of, for example, the municipality. It is realised by strengthening the education level, making juveniles finishing school with having a starters qualification, helping with parenting problems and promoting a healthy lifestyle. Prevention and collaboration between organisations are key words to reach this.

5. Raising responsibility and self-reliance is also off great importance to climb the whole participation ladder. It gives a higher self-esteem, makes citizens self-secure and it makes less dependent of, for example, the municipality. To reach this strengthening, the education level is important, like improving a healthy lifestyle, advancing societal, cultural and sportive participation, but also involving citizens to create an attractive environment.

6. Creating sustainable, liveable and secure neighbourhoods is important to rise from step 1 to step 5 and possibly even to step 6. The beneficiary can have the feeling to be involved, to have a higher self-esteem, to feel (more) independent of the municipality; however, his wishes and ideas have to be taken into account. The question is whether this goal is important to rise to step 6. Some stakeholders disagree.

7. Strengthening the economic structure is important to rise from step 3 to step 6. The policy is meant to motivate and activate a beneficiary so that he is able to climb the participation ladder to become independent of, for example, the municipality. A strong economic structure has to lead to the creation of sufficient adequate (participation) jobs, education-work jobs and internships. The

entrepreneurs are expected to do business a societal way and the municipality will help them as much as possible to support and to facilitate them. Housing climate and working- and living climate of higher educated citizens are also regarded.

8. Limiting the inflow into social security is also important to rise but only from step 3 to step 6 and it focuses on motivating and activating the beneficiary. To realise this there are several instruments to make sure that an unemployed citizen is immediately “taken up” and supported and will get back to work as soon as possible. Furthermore, early school drop out has to be avoided, and appointments with housing corporations have to be made to lower the inflow of beneficiaries from outside Enschede.

Finally

Every goal is focused on motivating and activating people to climb the participation ladder in a way to fulfil the self-responsibility and to find work or to participate in another way. Five goals meet the starting points of the WWNV: not only with an accent on individual interest but also social, societal, economic and financial interest, for protecting the social structure for the future. Goal 2 only focuses on making citizens participate and goals 7 and 8 focus only on the policy about work and income.

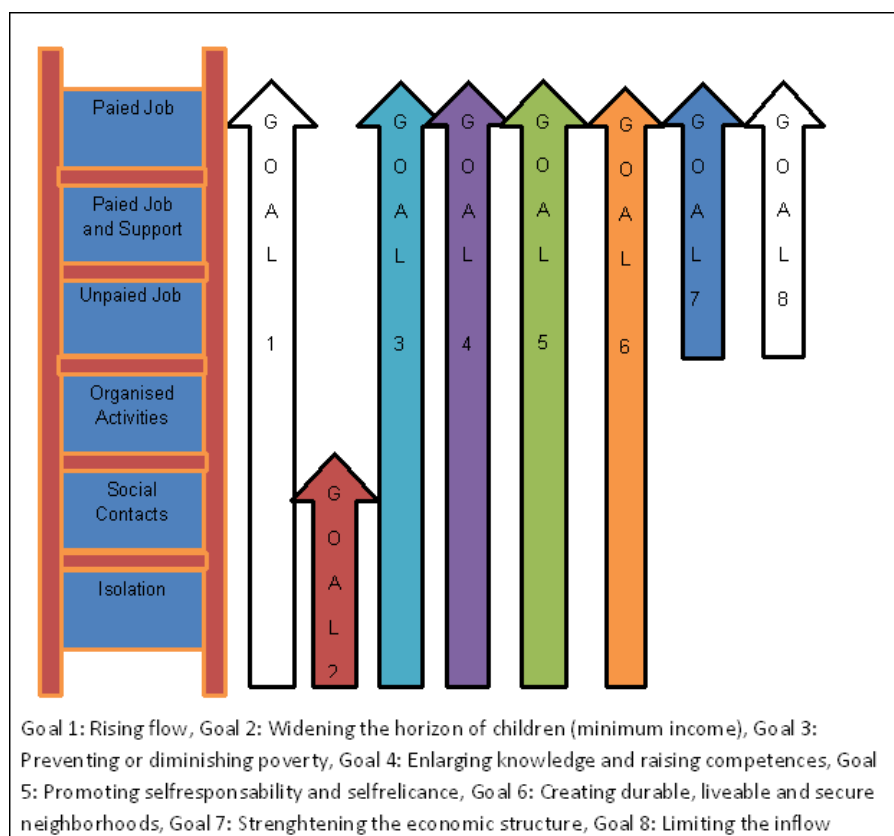


Figure 5: Conclusion Enschede Tree of Goals

4.4 Goals and existing indicators

Seventeen indicators are found (table 2, par. 3.4) in five programs of the Budget program 2011-2014 (2010-a). Indicators were searched to match one of the eight goals; the result is table 6. The question was: does the indicator really measures the broad intention of the goal itself (*the situation*, page 32)

or the future effect (*the changing of the situation* by policy). One result of one measurement can be sufficient to show a situation. However, to measure *the effect* of a goal, in the future, multiple results, amounts or percentages, are needed. A comparison of the results can demonstrate if the effect is bigger or smaller, less or more. It is also important to realise that an (future) effect is not always the result of policy, but can also be the result or effect of external factors. This conclusion can be an important bottleneck (Van der Graaf, Huygen, Mak and Steketee, 2005). An indicator that starts with the word *amount* or *percentage* is nevertheless being studied during the search for indicators, because the indicator could intend to measure the effect of the goal (and not only the situation). Therefore, the question is: *Does the indicator measure the situation or the effect of a goal?* If an indicator seemed to measure more than one goal, the indicator was connected to only one goal, to avoid confusion.

EXISTING INDICATORS WITH SELECTED GOALS	
GOALS	INDICATORS
1. Rising to flow the participation ladder	- Climbing the participation ladder
2. Broaden horizon of children (minimum income)	- Amount of places in childcare and playground; - Amount of sportsmen between the age of 6 and 79
3. Preventing and diminishing poverty	
4. Enlarging knowledge and improving competences	- Percentage SROI at buying and contract routes of more than 100.000 euro; - Amount of assignments of early school drop outs till the age of 23
5. Raising self-responsibility and self-reliance	- Percentage of households with support from AWBZ and WMO; - Client satisfaction per municipal communication channel
6. Creating sustainable, liveable and secure neighbourhoods	- Satisfaction of citizens about their personal environment - Percentage of citizens that feel insecure in their neighbourhood - Results inspection concerning clean, complete and secure - Appreciation public green in neighbourhood or environment - Percentage of citizens that participate in controlling and keeping the public space
7. Strengthening the economic structure	- Rise of employability in the intensive knowledge sector - Appreciation of the business climate
8. Limiting the inflow into social security	- Amount of durable outplacements in companies

Table 6: Existing indicators and selected goals

Table 6 shows that indicators were found for seven of eight goals and that all indicators, with two exceptions, are connected to a goal. For goal 3 no indicators are found. In annex VI is argued why an indicator measures the corresponding goal and why two indicators were not used. In the next paragraph the chosen existing indicators are tested to the six criteria of Performance measurement from paragraph 2.4 in order to answer research question 3.

4.5 Research question 3

To what extent do the indicators belonging to the policy goals meet the demands of literature, and what changes are desirable, based on the literature?

4.5.1 Testing existing indicators

Annex VII presents the entire comparison of the fifteen existing indicators to the six criteria of Performance measurement. In the attachment, not only the individual indicators are tested, whether they measure the corresponding goal as complete as possible, but also five clusters composed of all the indicators found at one goal. These clustered indicators are also tested whether they measure the goal as complete as possible.

It is assumed that most goals need more indicators, because some goals exist of multiple terms en dimensions and therefore it is impossible to measure these goals with only one indicator, however, it could be possible that a cluster measures a goal completely.

Below, the first part of research question 3 is answered:

Criterion 1 (detailed and understandable):

Individual indicators: With one exception the indicators are described precisely, only indicator 11 could be described more precise. Ten indicators are described understandable and for five indicators it could be useful to change the text, that is for indicator 4 the abbreviation SROI, for indicator 7 the term municipal communication channel, for indicator 9 the term public space, for indicator 11 the word inspection results and for indicator 15 the term result focused.

Clusters: The indicators from the clusters 1 (indicator 2 and 3) and 5 (indicator 13 and 14) are described precise and understandable. The indicators of the clusters 2 (indicators 4 and 5), 3 (indicators 6 and 7) and 4 (indicators 8 till 12) are described precise but some terms (described above) should be changed to make the indicators, and therefore the clusters, more understandable.

Criterion 2 (feasible):

Individual indicators: All indicators can be used and in a lot of municipalities they are already been measured. Most indicators and many measurements can be found for example on the website of the Central Bureau for Statistics.

Clusters: All five clusters are realisable, however, it is not studied whether the indicators are also clustered the same way elsewhere and whether they can be executed as a cluster.

Criterion 3 (complete and probably more indicators are needed):

Individual indicators: Thirteen indicators measure only a part of the goal; indicator 1 will measure the whole goal after having a textual change and indicator 15 measures also goal 8 completely (however, regarding LMPP, another relevant indicator could be made). For the goals 2, 4, 5, 6 and 7 additional indicators to completely measure the goals should be established.

Clusters: All five clusters do not meet the criterion because they do not measure the corresponding goals completely. Therefore, all clusters need additional indicators. Every cluster has, at this moment, some gaps (see also annex VIII) regarding the terms and dimensions of the corresponding goal, like:

- At cluster 1, indicators to measure the goal for children until the age of six and for children at the age of primary and secondary school are missing. Also indicators are needed for measuring more than sports, like culture and other societal involvement. The goal *broaden the horizon of children* should concern all children until sixteen and should cover as many subjects as possible.
- At cluster 2, concerning *enlarging knowledge and improving competences* of all citizens, indicators are missing about business contracts less than hundred thousand Euros, and for measuring all citizens who are older than 23 and have started education or training. Indicators are needed that measure how many and why citizens stopped education or training before finishing it. SROI should count for all business contracts, and all employees should have education or training and should be motivated and activated to finish it.
- At cluster 3, indicators to measure other citizens than only beneficiaries and house holds who need support from AWBZ/WMO, are missing. The goal to *promote self-responsibility and self-reliance* counts for all citizens and for all those citizens who do not, or nearly not, use municipal communication channels and AWBZ/WMO support.

- The indicators from cluster 4 describe the goal *creating sustainable, liveable and secure neighbourhoods*, for the biggest part. However, additional indicators are needed to measure the different ages in the neighbourhood (think about an inventory of needs for playing grounds and problem youngsters who hang around) and also think of sustainability in the sense of energy and environment. Garbage, like litter and dog poo, is an important subject for citizens and therefore, also for these subjects indicators are needed to measure satisfaction and ideas off citizens.
- At cluster 5 more indicators should measure the *strengthening of the economic structure* than the one that measures a specific sector or that measures whether there is an attractive business climate. Indicators who measure all economic sectors with (paid, unpaid or supported) employability are needed and it is also important to measure whether employees and consumers appreciate the economic (business) climate, whether the amount of businesses changes and whether the consumer expenditures change.

In annex VIII the goals, the terms and dimensions are explained.

Criterion 4 (relevant, reliable, and changeable):

Individual indicators: All existing indicators are relevant, in other words, the results are important to measure the corresponding goal. All the indicators are reliable; they are repeatedly, in Enschede, but also in other municipalities, useable to the corresponding goal. All the indicators are formulated the way that they, in principal, do not need to be changed.

Clusters: All five clusters meet the criterion to be relevant and reliable and they can be changed in the future, if necessary. However, it is not known whether the same indicators are clustered the same way in other municipalities and whether the cluster is relevant, reliable and changeable as a cluster.

Criterion 5 (accepted and documented):

Individual indicators: All indicators are found in policy decided by the city council and therefore the indicators are documented and accepted.

Clusters: All clusters meet the criterion to be accepted and documented because the indicators are decided as policy by the city council.

Criterion 6 (comparable with for example other municipalities):

Individual indicators: All indicators can be compared to indicators elsewhere; some indicators can be found and compared at the website of the Central Bureau for Statistics, or, regarding goal 6, these indicators can be compared using the website Atlas Environment.

Clusters: All five clusters meet the criterion and can be compared to indicators elsewhere. However, it is not known whether the same indicators are clustered the same way in other municipalities, and therefore the clusters cannot be compared.

4.5.2 Desired changes of existing indicators

The second part of research question 3 asks the question if changes of existing indicators are desired based on the criteria of Performance measurement. Regarding the conclusion of the paragraph before, changes are desired concerning criteria 1 and 3. Below, recommendations for changing the indicators (also in the clusters) are presented:

Criterion 1 (precise and understandable):

The next textual changes are desired for five indicators:

- Replace indicator 4, because of SROI, by: “Percentage spent at reciprocity through appointing beneficiaries (temporary), in case of purchase and tendering processes of more than hundred thousand euro.”
- Indicator 7, because of municipal communication channels, replacing by: “Customer satisfaction about municipal services like telephone, post, email and reception.”
- Indicator 9, because of public space, replacing by: “Percentage citizens who participate actively in controlling and maintenance of public space, like streets, squares, street furniture and public green.”
- Indicator 11, because of the inspection results, replacing by: “Results concerning clean, non-damaged and secure of the public space, like streets, squares, light, street furniture and public green.”
- Indicator 15, because of results oriented and companies, replacing by: “Amount of beneficiaries employed in companies and organisations with a contract longer than four months.”

Clusters:

At clusters 2, 3 and 4 indicators should be changed as presented before. This means changing indicator 4 (cluster 2), indicator 7 (cluster 3) and indicators 9 and 11 (cluster 4).

Criterion 3 (complete and additional indicators):

Thirteen indicators only measure a part of the corresponding goal and one indicator measures the goal completely after a textual change. Additional indicators are required for seven goals. The next changes are recommended:

- Indicator 1: to be replaced by “Development on the participation ladder”, like this the indicator measures goal 1 completely and no other indicators are needed.
- Indicator 2 and 3 measure goal 2, but only a part, because broadening the horizon of children is more than practising sports and having children in childcare or at the play group.
- Indicator 4 and 5 measure goal 4, however, enlarging knowledge and improving competences is more than the percentage reciprocity or SROI of large routes and the amount of early school dropouts.
- Indicator 6 and 7 measure goal 5, however, improving self-responsibility and self-reliance is about more subjects than only households with support from AWBZ and WMO and more than the use of municipal communication channels or services.
- Indicator 8, 9, 10, 11 and 12 measure all five together only a part of goal 6, creating a sustainable liveable and secure neighbourhood. Especially sustainability, like energy and environment, is hardly addressed, like a distinction in population structure.
- Indicator 13 and 14 measure goal 7, strengthening the economic structure, however, goal 7 means more than only the knowledge of the intensive sector and the appreciation of entrepreneurs for the business climate.
- Indicator 15: if this indicator is written more understandable, then it measures goal 8 completely, however, because Enschede made an appointment with housing corporations about the way to limit inflow of beneficiaries from out of Enschede, another indicator should be established.

Clusters:

In all clusters more indicators are needed, because not one cluster measures the goal completely. In paragraph 4.5.1, at criterion 3, some gaps related to the corresponding goal are presented for which additional indicators should be established.

Finally

The conclusion is that seven goals lack indicators regarding the criteria of literature and it is desired to establish additional indicators at these goals, and also, not one cluster is able to measure the corresponding goal completely.

Below a description is presented from existing and eventually changed indicators.

4.5.3 Existing and changed indicators

Next, a table is presented with goals and existing (changed) indicators to monitor the LMPP, after testing the indicators and the clusters and regarding the paragraph before:

GOALS AND EXISTING INDICATORS TO MONITOR THE LABOUR MARKET PARTICIPATION POLICY	
GOALS	INDICATORS
1. Rising to flow the participation ladder	- Development on the participation ladder (table 2, XIII)
2. Broaden horizon of children (minimum income)	- Amount of available places in childcare and playground (table 2, XVI); - Amount of sportsmen between the age of 6 and 79 (table 2, XVI)
3. Preventing and diminishing poverty	
4. Enlarging knowledge and improving competences	- Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appointing beneficiaries (temporary) (table 2, XIII); - Amount of assignments of early school drop outs till the age of 23 (table 2, XVI)
5. Raising self-responsibility and self-reliance	- Percentage of households with support from AWBZ and WMO (table 2, XVII); - Client satisfaction about municipal services like telephone, post, email and reception (table 2, XX)
6. Creating sustainable, liveable and secure neighbourhoods	- Satisfaction of citizens about their personal environment (table 2, XVII); - Percentage of citizens that feel insecure in their neighbourhood (table 2, XVII); - Results inspection concerning clean, complete and secure of the public space, like streets, squares, street furniture and public green (table 2, XVIII); - Appreciation public green in neighbourhood or environment (table 2, XVIII); - Percentage of citizens that participate in controlling and maintenance of public space, like streets, squares, street furniture and public green (table 2, XVIII)
7. Strengthening the economic structure	- Rise of employability in the intensive knowledge sector (table 2, XIII); - Appreciation of the business climate (table 2, XIII)
8. Limiting the inflow into social security	- Amount of beneficiaries employed in companies and organisations with a contract longer than four months (table 2, XIII)

Table 10: Goals and existing indicators to monitor the Labour Market Participation Policy

Table 10 shows that no indicators were found concerning goal 3. This is exceptional, because the Board has presented, for example, a separate report on poverty, in September 2011. It is, however, ascertained that this report builds on many existing policy documents, and together with policy responsables is concluded that all policy from the Labour Square is already focused on preventing or diminishing poverty. Therefore, is recommended to do follow-up research, and to study whether goal

3 should be maintained and indicators should be searched, or, whether the conclusion is that the LMPP together with the other goals, already measure goal 3.

Behind the indicators the number of the corresponding LMPP of table 2 is shown.

4.6 Research question 4

Which new indicators can be suggested to monitor the effects of the Enschede labour market participation policy?

4.6.1 New indicators

As concluded in paragraph 4.5.1: seven goals need new indicators and not one cluster measures the corresponding goal completely and therefore, also the clusters prove that additional indicators are needed. To establish new indicators criterion 3 in paragraph 4.5.1 (together with annex VIII) presents some examples of gaps concerning five out of eight goals. Concerning the other three goals: it is ascertained that for goal 1 (rising to flow) the existing indicator measures sufficiently the goal after changing the text, and the existing indicator of goal 8 (limiting inflow) also measures this goal completely, however, based on policy and an appointment with housing corporations, an additional indicator should be established to measure the results from this appointment.

Off course, additional indicators have to meet the criteria of Performance measurement, which means, for example, that the indicator has to be accepted and documented, and also has to be decided by, for example, the city council. Regarding the criteria of Performance measurement, especially the Analysis of Efficiency (annex I) it is justified that this research is *not* the instrument to establish new indicators. For example, at first there should be installed a team of policy responsables and eventually other stakeholders, and this team has to define relevant indicators for the eight selected goals, looking at size, reach, specific, understandable, clear and result, based on variety and multiple theories and researchers.

4.6.2 Suggestions

The team of stakeholders mentioned above can operate based on two options:

- A. The team uses the eight general goals as a starting point
- B. The team researches again the relevant LMPP, studied in this research, for activities, and the team establishes (new) indicators based on the activity descriptions.

Overall, option A will give the possibility to describe the (future) results or effects of the entire policy and it will not be possible to conclude about the result or effect of the different policy parts. Instead, option B will make it possible to conclude and to learn about the result or effect of the different policy parts and initiatives, but it will not give an overall effect or results of the LMPP in the long-term. Therefore, choosing option A will present a better structured picture than option B; paragraph 4.6.3 will give an additional argument.

Chapter 5 presents some recommendations to do follow-up research, nevertheless, in annex VIII already some suggestions for new indicators are given, based on both options A and B. Annex VIII also arguments why the new indicators match the existing policy, which indicators match the gaps as mentioned at criterion 3 in paragraph 4.5.1, and which indicators match the eight goals and the different dimensions of the goal.

The suggested indicators are suggestions or mind settings and are in this research not tested to the criteria of Performance measurement. Therefore, the team of stakeholders has to test all the new indicators to the criteria.

Next, some conclusions of annex VIII concerning new indicators are presented:

Goal 1: No new indicators are needed.

Goal 2: Regarding the new indicators based on existing policy is referred to criterion 3 of paragraph 4.5.1. and also the relevant policy of table 2 is studied again. Regarding the goal, the indicator measures the degree of broadening the horizon of the child, divided in, for example, age and the parents' income.

Goal 3: The new indicators could be selected from the activity descriptions from all the existing LMPP, because it is accepted that all the relevant policy is focused on preventing poverty and diminishing poverty. Regarding the goal, for example, indicators are needed to measure how long a beefier is poor, whether poverty enlarges, diminishes or is stable after a certain period, and the kind of (financial) support that is needed. In follow-up study for some dimensions of poverty (time, height, and depth) indicators could be established (De Boyser et al., 2006).

Goal 4: Regarding the new indicators based on existing policy is referred to criterion 3 of paragraph 4.5.1. and also the relevant policy of table 2 is studied again. Regarding the goal, for example, the indicator can measure the degree of knowledge and the degree of improved competences to climb the participation ladder. Possibly, during follow-up research for each dimension of knowledge (attitude and ideas, acquiring knowledge, expanding and refining, useful use of knowledge, study and habitudes of thinking) indicators could be established (Maréchal, 2012; APS, 2008).

Goal 5: Regarding the new indicators based on existing policy is referred to criterion 3 of paragraph 4.5.1. and the relevant policy of table 2 is studied again. Regarding the goal, the indicator "degree of raising self-responsibility and self-reliance" can be used. Eventually, during follow-up research for each of the three dimensions of empowerment (psychological, personal and individual empowerment, empowerment at the level of society, and organisations empowerment) indicators could be established.

Goal 6: Regarding the new indicators based on existing policy is referred to criterion 3 of paragraph 4.5.1. and also the relevant policy of table 2 is studied again. Regarding the goal, for example, three indicators are suggested to measure the degree of the aspects sustainable, liveable and secure. During follow-up research for each individual dimension of liveable (physics, social, housing and security), of sustainability (as far as they are not already used as indicators based on existing policy, like the technological dimension) and of security (perception of nuisance, property crime and threat) indicators could be established (Sommer, 2010).

Goal 7: Regarding the new indicators based on existing policy is referred to criterion 3 of paragraph 4.5.1. and also the relevant policy of table 2 is studied again. Regarding the goal, for example, the next indicator can be used "degree of strengthening the economic structure"; however, during follow-up research for other dimension like different knowledge sectors and education, interests of business or of consumers, and collaboration in Twente or the Euregio, indicators could be established (Englander et al., 1996).

Goal 8: In principle, no new goals are needed; however, it would do justice to the appointments between the municipality and housing corporations to establish an indicator to measure the motivation of new citizens, with the right to social security payment, regarding participation.

4.6.3 Preference

In this research option A finding indicators corresponding the eight goals selected in this research is preferred, as concluded in paragraph 4.6.2. One of the reasons is that the LMPP exists of an immense amount of documents and ways of working, with a lot of overlap, and therefore, the eight general goals were chosen and these goals were used to adorn a Tree of Goals to explain how the LMPP can lead to a certain step on the participation ladder. The goals have structured the LMPP and to preserve this structure and to make and keep it structured for all stakeholders, it is advised not to “rave” the LMPP again. Choosing the goals as a starting point will simplify the monitoring and will answer the purpose of this research to find a set of indicators to monitor the effects of the changed and ever changing LMPP, in the future.

In case a team of stakeholders establishes new indicators it is also preferred to test the indicators at all the steps of the Analysis of Efficiency, because this method is the most adequate model to connect an explicit bond between performance-information and goals (par. 2.3.1).

4.7 Research question 5

Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy, according to the criteria of Performance measurement?

The indicators which are most adequate, regarding the criteria of Performance measurement, are presented in table 12:

INDICATORS TO MONITOR THE ENSCHEDE LABOUR MARKET PARTICIPATION POLICY	
	INDICATORS
	- Development on the participation ladder
	- Amount of available places in childcare and playground
	- Amount of sportsmen between the age of 6 and 79
	- Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appoint beneficiaries (temporary)
	- Amount of assignments of early school drop outs till the age of 23
	- Percentage of households with support from AWBZ and WMO
	- Client satisfaction about municipal services like telephone, post, email and at the desk
	- Satisfaction of citizens about their personal environment
	- Percentage of citizens that feel insecure in their neighbourhood
	- Results inspection concerning clean, complete and secure of the public space, like streets, squares, street furniture and public green
	- Appreciation public green in neighbourhood or environment
	- Percentage of citizens that participate in controlling and maintenance of the public space, like streets, squares, street furniture and public green
	- Rise of employability in the intensive knowledge sector
	- Appreciation of the business climate
	- Amount of durable outplacements of beneficiaries in companies and organisations with a contract longer than four months

Table 12: Indicators to monitor the Enschede Labour Market Participation Policy

The table presents the fifteen existing (changed) indicators as tested in table VII and as already presented in table 10.

Policy responsables

The Enschede policy responsables support the selected goals as described in paragraph 4.3. They also agree on the existing (changed) indicators, based on the criteria of Performance measurement.

Regarding a reaction of one of the responsables concerning research question 5 the next comment is important:

Because in this research the new indicators are suggestions, the eight general goals and fifteen existing (changed) indicators lead to an overview which can be presented to all policy responsables so that they all can focus on the same LMPP goals and indicators. This does not mean that all responsables are aligned; the stakeholders, who are not questioned yet, undoubtedly have their own expectations and desires about the goals and indicators. This is why additional research for new indicators, but also for changing the goals, is recommended. It could be interesting to involve the recommendations of the Audit committee (par. 1.1.3) and the Analysis of Efficiency.

4.8 Conclusion

Since spring 2010, anticipating LMPP in other Dutch municipalities and regarding new national law, Enschede has been very busy to systematically collecting information about labour market participation, to “digest” the information and to adapt policy to it. To visualise the LMPP, eight goals are selected, looking at the perspectives of the beneficiary and the local government. With these goals together with table 2 an Enschede Tree of Goals is adorned. The ED shows the influence of the policy goals on the position of the beneficiaries at the participation ladder and it clarifies the influence of the policy connected to the goal to motivate and activate the beneficiary to climb the ladder.

To answer research question 3 *“To what extent do the indicators belonging to the policy goals meet the demands of literature, and what changes are desirable, based on the literature?”*, fifteen existing indicators are connected to the eight goals and these indicators are tested to six criteria of Performance measurement. The six criteria were formulated after comparing all the relevant criteria of the Analysis of Efficiency and three other models of Performance measurement. The conclusion is that existing indicators largely meet the criteria, however, the text of some indicators has to be modified and seven goals need additional indicators. Paragraph 4.5.1, criterion 3, gives a description of possible gaps regarding the goals which are not covered by the existing individual or even by clustered indicators. In paragraph 4.5.2 some suggestions are presented to make the indicators more precise and understandable. In paragraph 4.5.3 the selected goals, together with the existing (changed) indicators are shown.

In paragraph 4.6 research question 4 *“Which new indicators can be suggested to monitor the effects of the Enschede labour market participation policy?”* is answered, but firstly, it is decided that new indicators have to be established according to **all** relevant criteria of Performance measurement, and therefore, finding and establishing new additional indicators is **outside** the scope of this research. However, some new indicators are presented, based on two options: indicators based on the existing LMPP and indicators based on the eight general goals. Furthermore, regarding individual goals some dimensions of the goal are defined; therefore, in follow-up research it is possible to established indicators regarding the LMPP, regarding the goals and regarding each dimension of the goal. The choice depends on the decision of the team of stakeholders, however, in this research, finding indicators based on the eight goals and their dimensions, is preferred.

Finally, paragraph 4.7 answers research question 5 *“Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy, according to the criteria of Performance measurement?”*

5. CONCLUSION AND RECOMMENDATIONS

This chapter answers the central research question, however, firstly, a short review of the background and purpose, the theoretical framework, the research method and the five research questions, are given. In paragraph 5.3 recommendations for future research are presented. Finally, the report ends with some reflections.

5.1 Conclusion

5.1.1 Background and purpose of the research

The presentation by the Board of the agreement *Trusting Enschede* (2010-b) was the start of immense changes of policy concerning labour market participation. To determine the results of the new and continuously changing policy, and to judge it, the policy responsables desired to dispose of a set of adequate indicators to monitor the effects of LMPP, in the future.

In Enschede a lot of people are unemployed and do not participate (enough), even a bigger percentage than the national average. Furthermore, Enschede wants to be a municipality where everybody has a paid job or where citizens are participating, one way or another, in 2020. To reach this main target, Enschede has to become socially and economically strong by strengthening the economic structure and the innovation power in the region Twente, by realising durable outflow of beneficiaries, by a close collaboration between municipality and employers and by focussing on jobs or participation possibilities for all citizens.

The LMPP is meant to prevent citizens from becoming dependent of social security or to postpone dependency. LMPP concentrates on all citizens, however, because of the complexity of the subject and limitations of this research, only citizens receiving social security payment (for example WWB) or beneficiaries, are studied.

In the past, several recommendations were given, for example, by the Enschede Audit committee, to find LMPP indicators, because monitoring adequately improves the city councillors' role to control, and because adequate indicators can monitor soft factors and outcome. Furthermore, until this year, the Board only presented quantitative and no qualitative information and, in the meantime, developments about WMO and WWNV make it necessary to realise the recommendations.

The purpose of this research was to investigate whether there already exists a proper set of indicators to monitor the effects of the changed and continuously changing LMPP in Enschede, in the future, and to suggest in what direction action must be taken to enlarge this set, if necessary.

5.1.2 Research method and theoretical framework

Researching a complex subject like LMPP demands studying different terms, factors, reasons and variables at the same time. The result has to show an image which justifies the complex relation between all elements and this makes a qualitative case study very useful (Bouma et al., 2007). The challenge was describing, explaining and analysing the content precisely, and using different research methods, definitions and models at the same time. In this way, the possibility of wrong interpretations diminished and variables became clearer.

Performance measurement is a part of Performance management. Therefore Performance management and Performance measurement have been described. Performance measurement was elaborated with emphasis on indicators, outcome and models of Performance measurement, like the Analysis of Efficiency which is most unambiguous. Based on the comparison of criteria for

establishing indicators of four models, six new relevant criteria were formulated to test the existing Enschede indicators. Also, the WMO and the future WWNV were described, because these national laws put LMPP in perspective and underline the importance of the policy.

5.1.3 Sub questions

1: Which criteria for indicators have to be considered, regarding scientific literature of Performance measurement?

Firstly, Performance measurement is defined. It is the systematically collecting of data by observing and registering performance related subjects for a performance goal (Bouckaert et al., 2010) and it is executed with indicators, which are measuring units or devices who can influence behaviour and can have effect on the organisation. To execute Performance measurement and to establish indicators that are needed to measure performance, some models are developed, like the Analysis of Efficiency. Next, all the criteria of four selected models are compared which resulted in six new criteria of Performance measurement to test the existing Enschede indicators.

Also, the term outcome has been defined, which is the result of societal effects, and the terms WMO and WWNV, to place LMPP in perspective.

2: Which policy goals and indicators are currently mentioned in the official Enschede labour market participation policy documents?

After describing the terms labour, participation and participation ladder, goals and indicators have been distilled from relevant Enschede policy documents. All the goals and indicators are presented in a table. Because this research focuses on beneficiaries, also the policy initiatives of the implementation organisation Labour Square were studied, because the policy themes and initiatives of the Labour Square are important to motivate and activate the beneficiary to climb the ladder, and the policy determines the position of the beneficiary on the participation ladder.

3: To what extent do the indicators belonging to the policy goals meet the demands of literature, and what changes are desirable, based on the literature?

Some policy goals were combined and reformulated, which resulted in eight general goals. With these goals an Enschede Tree of Goals (the ED) has been adorned. The ED clarified which goals influence mostly the position of the beneficiary on the participation ladder and therefore, which goals motivate and activate a beneficiary to climb the ladder.

Next, fifteen out of seventeen existing Enschede indicators were connected to the eight goals, and these indicators were tested to six criteria of Performance measurement. The conclusion of the test was that all fifteen indicators clustered or not, meet three criteria. Regarding the other three criteria some indicators need textual changes and most indicators do not describe the goals completely, and therefore, it is necessary to establish additional indicators.

The first steps of the criteria of all models of Performance measurement have not been studied, because these steps were considered to be part of the *development* of the policy so before the policy and the indicators were accepted and decided by the city council. Because new indicators have to fulfil *all* criteria of Performance measurement, it is outside the scope of this research to establish new indicators and therefore, follow-up research has been recommended.

4: Which new indicators can be suggested to monitor the effects of the Enschede labour market participation policy?

New indicators have to meet *all* the criteria of Performance measurement, like the first criterion to install a team of stakeholders who have to find relevant indicators to selected activities and goals. In case of this research it has been advised that the team can choose between two options: studying the eight general goals or re-investigating the LMPP and finding indicators at the activity descriptions. In this research it is preferred to find new indicators at the eight goals, because, with the help of the ED, these goals have been ranged and structured after being selected from a large amount of documents, and to preserve and maintain this structure for all Enschede stakeholders, which will make the monitoring of the LMPP less complex, it has been advised not to “rave” the LMPP again.

Ahead of future research, however, already some suggestions were given for new indicators, based on the above mentioned two options: 1. Studying the eight goals, together with the gaps found after testing the goals with the existing individual indicators and with the clusters, and the terms and dimensions of the goals, and 2. Re-investigating the LMPP, like the policy as presented in chapter 3.

5: Which indicators are adequate to monitor the effects of the changing Enschede labour market participation policy, according to the criteria of Performance measurement?

The next fifteen Enschede indicators, that were tested and in some cases changed, were found to be adequate to monitor the effects of LMPP, according to the criteria of Performance measurement:

1. Development on the participation ladder
2. Amount of available places in childcare and playground
3. Amount of sportsmen between the age of 6 and 79
4. Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appointing beneficiaries (temporarily)
5. Amount of assignments of early school drop outs till the age of 23
6. Percentage of households with support from AWBZ and WMO
7. Client satisfaction about municipal services like telephone, post, email and reception
8. Satisfaction of citizens about their personal environment
9. Percentage of citizens that feel insecure in their neighbourhood
10. Results inspection concerning clean, complete and secure of the public space, like streets, squares, street furniture and public green
11. Appreciation public green in neighbourhood or environment
12. Percentage of citizens that participate in controlling and maintenance of public space, like streets, squares, street furniture and public green
13. Rise of employability in the intensive knowledge sector
14. Appreciation of the business climate
15. Amount of beneficiaries employed in companies and organisations with a contract longer than four months.

5.2 Central question***Which indicators are most adequate to monitor the effects of the changing Enschede labour market participation policy, in the future?***

The existence of the Dutch governmental organisation for the long term depends on the perspicacity of which three challenges of today are handled. One of these challenges is social integration and coherence, and therefore, *activation* and *participation* are two instruments to make this to a success

(Hoppe et al., 2011). To handle this challenge in Enschede the LMPP together with the (Renewed) Enschede Labour market Approach has been developed. The municipality has ran this policy expeditiously, since the installation of the Board March 2010, however, like the evaluation report *Nobody stands aside together shoulders to the wheel 2008-2010* (2011-c) showed, it seemed not possible to find adequate indicators; the Board confirmed to have only *quantitative* information and they are unable to deliver information about *qualitative* effects.

This did not “come out of the blue”, because, since 2005, several studies (from the Audit committee) recommend that much could be improved in the field of monitoring the LMPP. It is recommended that the Board should study and present elements that should contribute to the outflow of social security and social security payment, and one of the critical points was that the Board tried insufficiently to find and study soft factors, like wellbeing, liveability and health.

It was a legitimate question of policy responsables to do research to find indicators that would measure the effects of LMPP (for society), in the future. These indicators are units of measurement to measure means, activities, performances or effects.

To determine the most adequate indicators to measure LMPP, firstly, the scientific literature of Performance measurement has been studied. Then, with a focus on beneficiaries, the most relevant documents of the constantly changing LMPP were studied and policy responsables were consulted.

Relevant LMPP goals were summarized to select goals, to be able to adorn a Tree of Goals to indicate which goals were most influential to activate and to motivate a beneficiary to climb the participation ladder. Next, existing indicators were studied to monitor the goals. These indicators were tested to six criteria of Performance measurement which were selected and reformulated after comparing the criteria of Performance measurement of the Analysis of Efficiency with three other models of Performance measurement.

The indicators which were most adequate to monitor the effects of the LMPP, in the future, regarding the literature of Performance measurement are:

ADEQUATE LABOUR MARKET PARTICIPATION POLICY INDICATORS	
	- Development on the participation ladder
	- Amount of available places in childcare and playground
	- Amount of sportsmen between the age of 6 and 79
	- Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appointing beneficiaries (temporarily)
	- Amount of assignments of early school drop outs till the age of 23
	- Percentage of households with support from AWBZ and WMO
	- Client satisfaction about municipal services like telephone, post, email and reception
	- Satisfaction of citizens about their personal environment
	- Percentage of citizens that feel insecure in their neighbourhood
	- Results inspection concerning clean, complete and secure of the public space, like streets, squares, street furniture and public green
	- Appreciation public green in neighbourhood or environment
	- Percentage of citizens that participate in controlling and maintenance of public space, like streets, squares, street furniture and public green
	- Rise of employability in the intensive knowledge sector
	- Appreciation of the business climate
	- Amount of beneficiaries employed in companies and organisations with a contract longer than four months

Table 13: Adequate Labour Market Participation Policy indicators

The final amount of indicators for measuring a goal depends on the need for information of the future users (Auwers & Bouckaert, 1999) and it is important to realise that it is difficult to establish indicators concerning soft or idealistic factors.

This research made clear that indicators are missing to be able to measure the goals completely, and because new indicators have to meet all the criteria of Performance measurement it was concluded that this research is **not** the instrument to establish new indicators. To start, for example, a team with policy responsables and other stakeholders should be installed and this team has the possibility to choose between two options: finding indicators based on a re-investigation of the LMPP or regarding the eight goals, which is preferred. However, ahead of follow-up research, already some new indicators were suggested.

With the fifteen adequate indicators it could be possible to procure every policy responsible and other stakeholders an oversight so that all stakeholders possess the same LMPP goals and indicators. Of course, this does not mean that all stakeholders will be aligned; they can have their own expectations and desires, which is an important reason to do follow-up research to find new indicators and, possibly, even to change existing indicators and goals, because the LMPP is continuously changing.

The WMO and WWNV are very important for the LMPP and the start and content of the WWNV highly depend on the results of the Cabinet and Parliament installed after the elections of September 2012. Even though the WWNV is “embraced” by politicians from left to right, only after the re-start of the discussion it will be clear when this law will be accepted and will be implemented and, furthermore, what the effects will be for the social tasks of the municipality, for the national payment to municipalities concerning social security and for the size of the municipal social safety nets.

5.3 Recommendations

A. Future research

To measure the selected LMPP goals additional indicators are needed. Therefore, follow-up research is recommended, because new indicators have to meet all criteria of Performance measurement. Recommendations are:

1. Continue studying the selected goals and the existing indicators, because the LMPP constantly changes.
2. Indicators need “owners”, and therefore, as much stakeholders as possible have to be involved, to study their desires and expectations. This will make the indicators accepted. It is suggested to involve the theory about “Forward and Backward thinking” from Elmore (1979). This theory discusses that Forward thinking is the rational approach of thinking in terms of end goals, between goals and head goals, which suits the natural way of thinking and it is a way of how politicians, managers and policy responsables think. Backward thinking is based on interaction with stakeholders, active support of target groups and the repeated testing of ideas and plans, with a result of creating a support as big as possible and to guarantee real working solutions (Klok & Oosterwijk, 2004).
3. The Analysis of Efficiency, with all its steps for establishing indicators, should be involved, like the recommendations of the studies from 2008 and 2011 from the Enschede Audit committee about indicators and measuring the soft (LMPP) factors.

4. Benchmarking other municipalities, because, as the models of Performance measurement conclude, indicators are only useful if they can be compared with the results of other organisations. During a meeting with the alderman responsible for LMPP, in July 2011, it became clear that there is an urgent need to compare the LMPP, the corresponding goals and existing indicators with other municipalities, to develop and/or steer the LMPP.

B. Performance management

Because Performance measurement is a part of Performance management (par. 2.1) the implementation of Performance management as a total concept, in the entire municipal organisation, should be studied; where it is already implemented and where should it be implemented. Performance management can contribute, for example, to clarify vague policy goals by translating them concretely in critical success factors and performance-indicators, and by giving regularly feedback to managers about the obtained results (Koemans, 2009). This way, Performance measurement becomes not only an instrument to monitor, but also an instrument to steer policy or policy culture and to justify.

Measuring point zero

It is recommended to do “zero-measurement” for as much (LMPP) subjects as possible and to establish targets and, more, to measure performances frequently. Next to the reasons mentioned in chapter 2, there is another reason: although making profit is not a target of the local government, improving government performances is seen as maximizing profit for society (Bouckaert et al., 2010).

C. Inventorying executing network

In this research is spoken about involving policy responsables and other stakeholders and giving priority to putting the employer at the start of the process, meaning involving businesses, societal organisations and education. Furthermore, studying the co-production of government and organisations to reach common policy goals and indicators is recommended. Therefore, another recommendation is to research networks to map the network of stakeholders involved in LMPP their characteristics and eventually already existing patterns of interaction.

D. Effectiveness research

Now that goals and indicators are established it is possible to do Effectiveness research to compare (former) situations or effects with and without using the LMPP.

E. Satisfaction survey citizens

Doing a satisfaction survey, every two years (like the Board’s wishes; par. 1.3) and implement soft factors. In the mean time, for example, questions can be asked about satisfaction, proper needs and governmental services. With digital possibilities, also an on-going digital survey is possible, with as much citizens as possible or with a (changing) sample. Not only questions but also ideas, wishes and needs of all kinds of (LMPP) subjects can be investigated. With the results the (existing) indicators can be tested and, eventually, changed.

Other recommendations

Next to the above mentioned recommendations, it is recommended to study the intentions and the soft factors behind the WMO, WWNV and LMPP. The red line within these three policy domains is

the “cultural change” in thinking of citizens, including professionals and managers, to take (more) self-responsibility and improving competences. Next, for example, it is not unthinkable that also professionals and managers need to get a new view of clients, by training and education, and to learn them how to deal with the “new” clients and how to learn to know the clients better in order to be able to motivate and to activate them better. Then, for these subjects new indicators are needed.

Working together with companies and other organisations is also a red line and it is thinkable that stakeholders can learn from each other with help, for example, from researchers. Then, new indicators are needed.

5.4 Reflections

In this research the Enschede practice of labour market participation, and especially the need for monitoring LMPP, has been confronted with the scientific literature of Performance measurement by indicators. Recapitulating, together with keeping an eye on the recent and actual political reality, it seems that Enschede suffered of “the Law of the breaking lead”; the municipality started in 2010 very expeditiously, directed by the new Board, with developing labour market participation, however, without studying in the mean time, whether it would be possible to adequately monitor the policy with adequate (qualitative) indicators. Therefore, policy responsables met all kinds of borders (policy, political and/or human borders) and they demanded a research to study whether adequate indicators already exist or, if necessary, what was needed to realise these indicators.

With the set of adequate indicators, but also with the ED, the six criteria of Performance measurement and with the suggestions for a team of stakeholders, Enschede could find the right “gear” again, to lead ahead many other Dutch municipalities and to confront a new era of new developments concerning Work and Income. However, at the appearance of this research, it is still exciting to observe and to follow the development and the effect of the new Law Working according to abilities, the WWNV!

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REGISTER

ABRIVIATIONS

- AIRE Appraisal of Indicators through Research and Evaluation
- AWBZ Algemene Wet Bijzondere Ziektekosten or
General Law on Costs for Special Care
- ED Enschede Tree of Goals
- GBA Gemeentelijke basisadministratie or Municipal basic administration
- LMPP Labour market participation policy
- MSZW Ministerie van Sociale Zaken en Werkgelegenheid or
Ministry of Social Affairs and Labour
- NPM New Public Management
- SEOR Social Economic Research Rotterdam bureau
- SROI Social Return On Investment
- UWV Uitvoeringsinstituut Werknemersverzekeringen or
Institute for Social Security payment
- WWB Wet Werk en Bijstand or Law Work and Support
- WMO Wet maatschappelijke ondersteuning or Law on Societal Support
- WWNV Wet Werken naar Vermogen or Law Working according to Abilities

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ANNEXES

ANNEX I

SELECTION OF CRITERIA OF PERFORMANCE MEASUREMENT

COMPARING FOUR MODELS OF PERFORMANCE MEASUREMENT: ANALYSIS OF EFFICIENCY, DESIGN PRINCIPLE, AIRE AND SMART

1. Models of Performance measurement

Performance measurement does not have priority, because, finding adequate indicators to monitor LMPP in the future is the central subject. However, Performance measurement is very important, because it delivers possibilities to describe, to establish and to optimize indicators. In this document, four models of Performance measurement are described and firstly, are started with the Analysis of Efficiency; because this method is the most unambiguous to make a connection between performance-information and policy goals, and this model is the starting point in this research.

1.1 Analysis of Efficiency

The citizen wants to have value for money and therefore the government should ask itself the question how public services and its performances can be improved (Bouckaert & Vankeirsbilck, 1996). A description of a performance often is abstract and not practical but good information about performance gives better insight in and better control of operational processes and systems (Auwers & Bouckaert, 1999). The Analysis of Efficiency model is an instrument meant to realise more adequate and a better control which implicates that policy responsables will receive and will have the possibility of getting the right information to realise efficient and effective public services (Bouckaert & Vankeirsbilck, 1996). The Analysis of Efficiency model makes performances more concrete and measurable with the help of indicators (Auwers & Bouckaert, 1999). In this research, the question is how efficient and effective LMPP is and how to obtain the missing information. To answer these questions certain steps from the model are chosen.

To define indicators the next three steps are taken:

- Define in a team for each policy subject the activity descriptions that are needed;
- Formulate for each description a set relevant of indicators for size, range and result;
- Select from this set most relevant indicators for internal and external use to measure the activities of the policy. The amount of indicators depends on the requirement of information of the future user (Auwers & Bouckaert, 1999).

Selecting indicators happens by using 20 criteria and for this research a selection is made. Criteria are selected that can be find again in 2010 in the five steps for measuring performances in the public sector also by Bouckaert, this time together with the authors Van Dooren and Halligan (2010, p. 60-61). The criteria are:

- The indicator has to be sensible for change
- The indicator is described very precisely
- The indicator is understandable for all users
- The indicator is documented for verification
- The indicator is relevant, timeless and feasible
- The indicator is compatible to existing data processes and definitions.

To make performance measurable demands an indicator that shows what is measured concretely by the next elements: (financial) means or input, activities or throughput, performance and effects or outcome (MAPE). In this model of analysing efficiency elements are placed in a policy context by matching them with strategic and operational goals. The reach of these goals is influenced by financial policy possibilities that have to be weighted with societal goals. In this study two elements of MAPE, the *activities* (policy instruments) and *effects* (the future goals and outcome) of the LMPP will be presented in a Tree of Goals specially developed for Enschede. This unique analysis should be repeated regularly by collecting constantly data from LMPP and planning, steering and monitoring the related activities (Bouckaert & Vankeirsbilck, 1996, p. 29).

In other words, this research can be one of a kind, but it could also be implemented in Enschede in the yearly cycle of planning and control and the Budget program.

1.2 Design principle

The Design principle exists of three design principles which offer rules to help designing Performance measurement. The principles are:

1. Trust: as soon as there is no trust between the manager and the professional the system will become perverse, furthermore, performances grow in a network of dependencies.
2. The manager shows no hierarchical behaviour towards the professional but only interaction. Defining products, measuring and criticizing happen in an interactive way.
3. Interaction, variety, redundancy and dynamics augment trust between managers and professionals and if there are multiple owners Performance measurement is not only an administrative mechanism to settle things (De Bruijn, 2001).

A public performance should be: mentioned by multiple indicators, well defined and based on multiple researchers, having multiple owners, and compared to the same indicators elsewhere. Indicators can be established based on *variety* (principle 3) with the next important rules:

- Who has “the meaning making rights”?
- Show the competitive product definitions.
- All performances should be measured complete or broad.

Establishing indicators like this, for example, has the next advantages: the significance becomes richer, when actors do not agree on one meaning this can lead to reservation in formulating policy and when a manager or professional handles one definition, this can lead to perverse effects (De Bruijn, 2001, p. 97-102).

1.3 SMART-principle

Indicators have to be clear, understandable, and compatible with higher policy and have also to be specific, measurable and effective (Auwers & Bouckaert, 1999). This compares to the SMART principle of Edwards (1971) which says that indicators should meet the principles Specific, Measurable, Acceptable, Realistic and Timeless. To realise this eight steps are to be taken, from step 1 “identify the decision maker(s)” until step 8 “perform sensitivity analysis” (Terlouw, 2007). This means that indicators should provoke to perform, promote to be clear, are made to learn and to settle things, and that it can be used to judge and to force to improve and/or to innovate.

1.4 AIRE instrument

Because of the AIRE-instrument a manual is written called “Handleiding indicatorontwikkeling voor de gezondheidszorg” (*Manual indicator development for health care*; Van Barneveld et al., 2007). This manual describes thirteen steps. It depends on the project which steps to take first or which steps to take again, and also the time per step depends on the project. Finally, the indicators have to meet, for example, the next characteristics: the purpose and the relations should be clear, the description should be very precise, the quality should be described and the nature and amount of processes should be specified and limited (Klazinga et al., 2007). Examples of the steps are:

- Establishing the general goal to which indicators are used, and indicating who uses them
- Installing a team with all stakeholders who deal with the subject of the indicator
- Re-establishing the goals in the team and regarding whether the group is adequately composed
- Composing a manual to clarify the goal and the indicator for everyone
- Formulate generic specifications
- Consulting external stakeholders

2. Comparison of models

In the next table three models are compared and the Analysis of Efficiency is leading. The SMART-model is not compared, but will be described in paragraph 5.

COMPARISON OF MODELS OF PERFORMANCE MEASUREMENT FOR ESTABLISHING INDICATORS		
Analysis of Efficiency	Design principle	AIRE-instrument
1. <i>Composing a team of stakeholders</i>	Establish rules based on trust without hierarchy between manager and professional; they establish together the definition of the indicator; making competitive product definitions visible	Step 1: inventorying why the indicator is used and by whom Step 2: composing a team with the stakeholders of the indicator Step 4: Limiting for who's interest the indicator is and to what it is used
2. <i>Defining activities for each policy part</i>		Step 1: inventorying why the indicator is used and by whom Step 4: Limiting for who's interest the indicator is and to what it is used
3. <i>Searching relevant indicators to activities</i>	Imposing rules based on interaction, variety, redundancy and dynamics between the manager and the professional	Step 1: inventorying why the indicator is used and by whom Step 4: Limiting for who's interest the indicator is and to what it is used Step 5: which indicators are already linked to goals Step 6: manual possible indicators
4. <i>Selecting most relevant indicators for internal and external use</i>	Establish rules based on trust without hierarchy between manager and professional; they establish together the definition of the indicator; making competitive product definitions visible Imposing rules based on interaction, variety, redundancy and dynamics between the manager and the professional	Step 5: which indicators are already linked to goals Step 6: manual possible indicators Step 7: selection of potential indicators
5. <i>Indicators have to measure (financial) means (input),</i>	Imposing rules based on interaction, variety, redundancy and dynamics between the	Step 8: elaborating selection of indicators in a factsheet with i.e.: goal, type, domain, possibilities to improve, trust

<i>activities (throughput), performances and/or effects (output and outcome) MAPE</i>	manager and the professional Construct validity: good descriptions based on multiple theories/researchers, multiple well known owners, comparable with the same indicators elsewhere	Step 9: a manual understandable for everyone Step 10: testing the indicator on feasibility and specifications Step 11: formulating general specifications
6. Indicators should meet the next conditions: sensible for changes, precisely defined, understandable for everyone, documented for being verified, and they are: relevant, timeless, executable and complementary	Imposing rules based on interaction, variety, redundancy and dynamics between the manager and the professional Construct validity: good descriptions based on multiple theories/researchers, multiple well known owners, comparable with the same indicators elsewhere Variety: multiple indicators for each activity; complete or measuring all performances	Step 8: elaborating selection of indicators in a factsheet with i.e.: goal, type, domain, possibilities to improve, trust Step 9: a manual understandable for everyone Step 11: formulating general specifications Step 12: consulting external stakeholders (for external indicators)

Table 1: Comparison models of Performance measurement for establishing indicators

3. Common criteria of Performance measurement

The Analysis of Efficiency is leading in this research for finding indicators to measure the Enschede labour market participation policy and therefore, it is the starting point in this comparison. In the first column of table 1 a short numbered description of combined criteria of the Analysis of Efficiency, which is meant to make performances with the help of indicators more concrete and measurable, can be found. In the second column more or less comparable criteria of the Design principle are shown and in the third column more or less comparable criteria of the AIRE-model.

With exception of two steps of the AIRE-model, all criteria of the Design principle and AIRE can be compared with the criteria of the Analysis of Efficiency. Two steps are different:

- Step 3, the re-establishing of goals within a team after looking whether the right stakeholders are in the team, and
- Step 13 the possible rewriting of indicators after step 12, consulting external stakeholders by the team.

At the end of the description of table 1 will be decided whether these two steps are or should be regarded during the selection of or rewriting the criteria.

Next, the comparable criteria are described:

1. *Composing a team* to inventory and describe activities for each policy part, can be compared with establishing design rules for Performance measurement (Design principle) by the management and professionals based on trust, and it can also be compared with composing a team, inventorying and establishing goals, indicators and owners, and it corresponds with the fact to define for which stakeholders the indicator is important and where the indicator can be used for (AIRE).

2. *Defining activities for each policy part* is related to step 1 and 4 of AIRE; inventorying who uses the indicator and for what purpose, and defining for which stakeholders the indicator is important and for what purpose.
3. *Searching relevant indicators to activities* corresponds with finding indicators with the rules of interaction, by the management together with professionals, variety, redundancy (giving information in as few words as possible) and dynamic (Design principle) and it corresponds with inventorying existing indicators by a team, why the indicator is used and by which stakeholders, and next, defining for which stakeholders the indicator is important, regarding which goals already have indicators and, after that, making a manual with possible indicators (AIRE).
4. *Selecting most relevant indicators for internal and external use (the amount of indicators depends on the information need of future users)* is related to establishing the meaning of indicators based on the trust relation without hierarchy between management and professionals, making visible the competitive product definitions and selecting by rules of interaction, variety, redundancy and dynamics (Design principle) and it corresponds with inventorying existing indicators in a team and making a manual with potential indicators and making a selection (AIRE).
5. *Indicators have to measure (financial) means (input), activities (throughput), performances and/or effects (output and outcome)*, this corresponds with establishing the meaning of indicators based on the trust relation without hierarchy between management and professionals, based on the rules of interaction, variety, redundancy and dynamics and based on construct validity, with as a starting point that goals and indicators are well described, comparable with the same indicators elsewhere, based on multiple theories and researchers (Design principle). It also corresponds with explaining the selected indicators based on goal, type, domain, possibilities to improve and trust, making for everyone an understandable manual, and with testing the feasibility and specification, and finally, formulating generic (general and not specific) specifications (AIRE).
6. *Indicators should meet the next conditions: sensible for changes, precisely defined, understandable for everyone, documented for being verified, and they are: relevant, timeless, executable and complementary*, which is related to establishing indicators based on the rules of interaction, variety, redundancy and dynamics, based on multiple theories and researchers and comparable with the same indicators elsewhere, all together in an broad way and with multiple indicators for each activity (Design principle) and it corresponds with explaining the selected indicators based on goal, type, domain, possibilities to improve and trust, and after that making a manual understandable for everyone and finally formulating generic specifications (AIRE).

The next principle was kept in mind during the selection of the criteria:

Because LMPP is developed and established in the spring of 2010 the first steps of the models, like composing a team and selecting the descriptions of activities and relevant indicators, are not used in the comparison. It is expected that these steps were taken by policy responsables, in the earlier stage of making the LMPP, a stage which took place, of course, before the city council accepted the policy and before the policy was documented; the first steps of the models are part of the stage of preparing and realising LMPP.

In the next paragraph criteria are selected to make a new set of criteria for this research.

4. Selected criteria of Performance measurement

<p>Analysis of Efficiency the indicator has to measure means, activities, performances or effects (MAPE)</p> <p>Indicators should be sensible for changes, precisely defined, understandable for everyone, documented for being verified, and relevant, timeless, executable and complementary</p>	<p>Design principle Imposing rules from interaction, variety, redundancy and dynamics between manager and professional Construct validity: good descriptions based on multiple theories and researchers, multiple known owners, comparable with indicators elsewhere</p> <p>Variety: multiple indicators for each activity; complete or measuring all performances</p>	<p>AIRE Elaborating the selected indicators in a factsheet with, for example, goal, type, domain, possibilities to improve and trust Making a manual understandable for everyone Testing the indicator for feasibility and specifications Formulating generic specifications</p> <p>Consulting external stakeholders (for external indicators)</p> <p>Not shared: Eventually adjusting indicators based on step 12 (by the team consulting external stakeholders)</p>
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For answering the research question two (combined) criteria of the Analysis of Efficiency are selected, together with two more or less corresponding criteria from the Design principle and AIRE. AIRE shows one criterion that is not shared. It is decided that this criterion will not be selected, because, it is an extra step in the AIRE-instrument which can be compared with the step of the Analysis of Efficiency that indicators should be sensible for changes and must be timeless. For example, if an internal indicator is compared to an indicator better formulated and used by external stakeholders, it is consistent to change the internal indicator because it already has to be sensible for change.

Reformulated criteria

The selected criteria are combined and reformulated into the next six criteria:

1. The indicator is described detailed and understandable.
2. The indicator is feasible.
3. The indicator measures the goal as complete as possible; multiple indicators are needed.
4. The indicator is relevant and reliable and eventually to be changed in time.
5. The indicator is accepted and documented.
6. The indicator is comparable with indicators elsewhere.

The criteria can be used unsystematic, separately and more than once, for example, if an indicator changes (criterion 5), it has to be tested again whether the new indicator is realisable (criterion 2).

5. SMART

Finally, the SMART-model is studied. It is concluded that the six selected indicators meet the SMART-principle because:

1. *Specific* is found in criterion 1: an indicator has to be described detailed and understandable
2. *Measurable* is found in criterion 2: an indicator has to be feasible
3. *Acceptable* is found in criterion 5: an indicator has to be accepted and documented

4. *Realisable* is found in criterion 1, 2, 6: an indicator has to be understandable and feasible and has to be compared with the same indicators elsewhere
5. *Timeless* is found in criterion 4: an indicator has the possibility to be changed in time.

ANNEX II

POLICY, STRATEGIC TASKS AND GOALS OF THE LABOUR SQUARE, 01-11-2011

Two tables are presented: table 3 with strategic tasks, goals and policy, and table 4 with policy initiatives and corresponding goals. The policy and goals are used by the Enschede Labour Square to determine the position of the beneficiary on the participation ladder.

POLICY, STRATEGIC TASKS AND GOALS OF THE LABOUR SQUARE	
Strategic tasks and goals	Policy
Strategic task 1: Klimopbanen (job to climb) keeping labour fit by placing beneficiaries directly at employers, focused on normal jobs (responsibility Labour Square)	<ul style="list-style-type: none"> • Pilot loondispensatie • Proefplaatsing • Klimopbaan Werkplein • UWV geïntegreerde dienstverlening • Loonkostenvoucher • Jeugdwerkloosheidproject • Klimopbaan jongeren Werkplein • Jongeren voucher • 1000 jongerenplan
Strategic task 2: Education to beneficiaries (responsibility Labour Square and Participation unit)	<ul style="list-style-type: none"> • Scholingstrajecten • OLCT • Scholing ROC AKA • ATC
Strategic task 3: Klimopbanen (jobs to climb) keeping labour fit by placing beneficiaries directly at social organisations/employers	<ul style="list-style-type: none"> • Klimop 2010 en daarvoor • Surplus Kettingreactie • Surplus participatiebaan • WorkStep Klimop Partic.banen • Vrijwilligerswerk • Power • Project Jonge moeders • Stadstalent • Surplus Klimop Partwerk • Leger des Heils • Klimopbaan Participatie • Pathmos/Stevenfenne
Strategic task 4: the same strategy as tasks 1 till 3 but focused on youngsters	<ul style="list-style-type: none"> • ATC • Project Jonge moeders • Jeugdwerkloosheidproject • WIJ Surplus Kettingreactie • WIJ Klimop DCW (Workstep) • WIJ VWW • WIJ Power • WIJ Stadstalent • WIJ Partwerk • Klimopbaan Jongeren • WIJ Pathmos • Jongeren voucher • 1000 jongerenplan • WIJ Klimop arbeidsfit maken
Flanking policy (eventually for supporting the four tasks)	<ul style="list-style-type: none"> • UWV medisch advise • Persoonlijk Re-integratie Budget • ROZ Zelfstandigheid

Table 3: Policy, strategic tasks and goals of the Labour Square

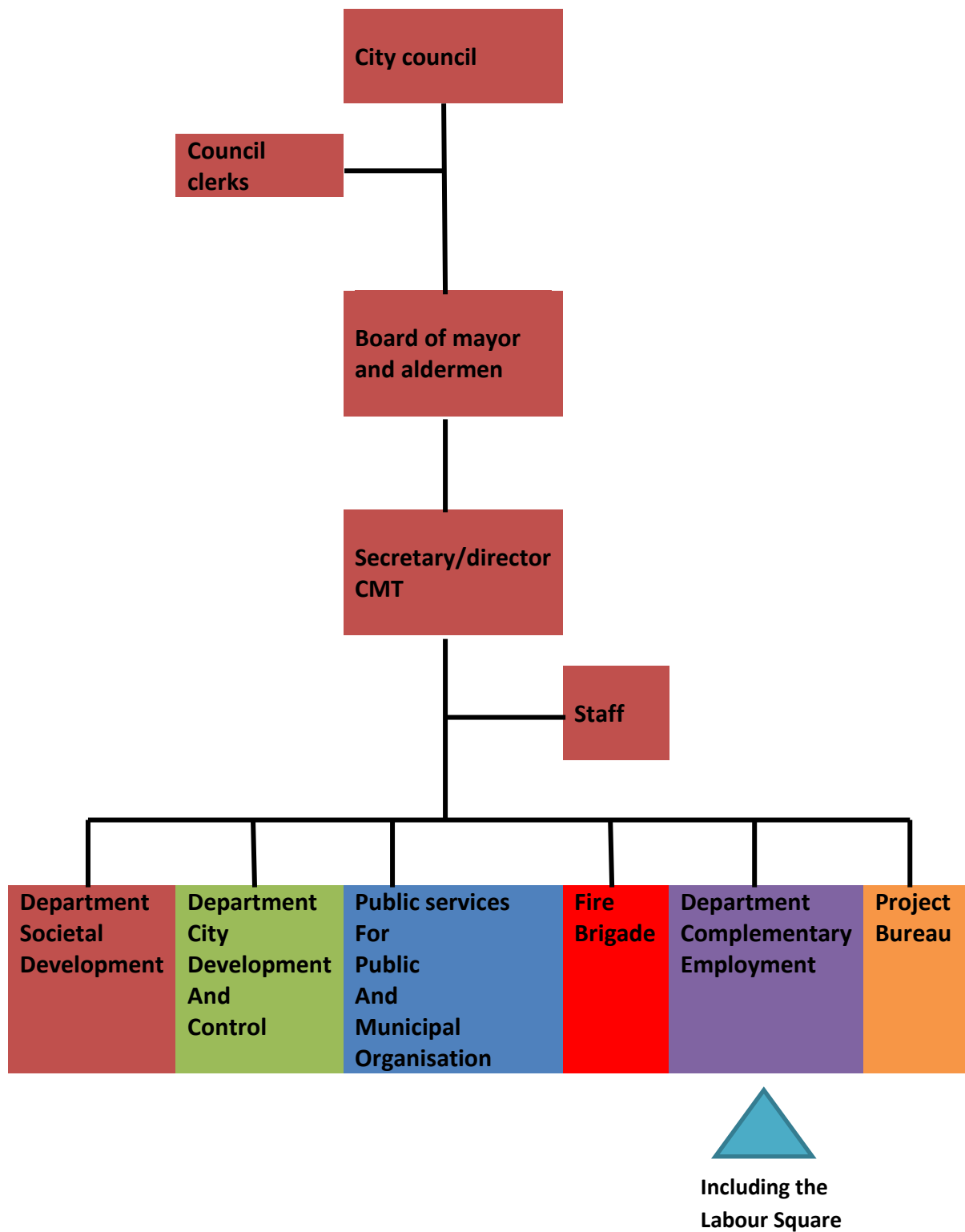
POLICY INITIATIVES AND GOALS	
POLICY INITIATIVES	GOALS
a. Power (flow to step 3)	To realise societal centres for participation in all neighbourhoods to guide quicker to normal job by picturing and improving competences and by linking inhabitants, businesses and organisations.
b. Personal re-integration budget	Outflow by of independently making a re-integration plan and by buying products and services for the lowest costs
c. UWV labour medical examination	Establishing possibilities of the beneficiary to work/participate and determining which limitations should be taken into account
d. Pathmos/Stevenfenne project	Getting a neighbourhood without unemployment by for example an innovative approach making a match with the employers profile with the profile of the beneficiary to participate in a normal job.
e. Sheltered job	Offering a job to those who are unable to find a common employer
f. Frontlijn	Orchestrate intensive support and activating neighbourhood service teams (flow to step 3).
g. Pilot loan dispensation	Out placing 200 beneficiaries with limitations at an employer for normal jobs and for the employers the costs benefit remains neutral
h. Trial	Out placing at an employer for normal jobs with maximum three months social security payment
i. Klimopbaan Labour Square	Directly (by a Labour Square coach) or an outplacements on one's own in a normal job
j. UWV integrated service	removed as an instrument in March 2012
k. Loan costs voucher	Outplacement in a normal job with depositing a voucher to the employer
l. Juvenile unemployment project	Outplacement at an employer in a normal job and covered by policy for juvenile unemployment
m. Klimopbaan juveniles Labour Square	Direct (by a Labour Square coach) or one's own outplacement at an employer in a normal job
n. Youngsters voucher	Outplacement at an employer in a normal job
o. 1000 youngsters plan	Outplacement of juveniles with a limitation at an employer in a normal job
p. Education stages (step 2-4)	Education for quitting social security
q. OLCT (step 2-4)	Education for beneficiaries
r. Education ROC Labour market qualified assistant at level 1 (step 2-4)	Education without choosing a profession
s. ATC (idem youngsters) (step 2-4)	Education for beneficiaries
t. Klimopbanen (2010 and before)	Realising a job for an unemployed beneficiary, unemployed between 2 and 4 years, at a societal organisation
u. Surplus chain reaction (step 1-3)	Making special groups connect to society (for example former drugs addicts)
v. Surplus participation jobs	Outplacement for 250 beneficiaries in a participation job at a societal organisation or employer
w. Workstep (DCW) Klimop participation jobs	Deleted March 2012
x. Volunteering	Making beneficiaries participate, who have an unbridgeable distance to the labour market
y. Project young mothers	Young (future) mothers till 23 years who are motivated to work guiding to work or education

z. City talent	A job for getting experience, especially for youngsters, at an employer and with keeping a their social security payment
aa. Surplus Klimop participation jobs	Realising 250 participation jobs
bb. Salvation Army	Improving the connection and flow from AWBZ-financed day care at the Salvation Army
cc. Klimopbaan participation	Realising a job for a beneficiary, unemployed between 2 and 4 years, at a societal organisation or an employer
dd. WIJ Klimop DCW	Deleted March 2012
ee. WIJ VWW (step 1-3)	Outplacement at a societal organisation or employer
ff. WIJ Klimop making job fit (step 1-3)	Realising a job for a beneficiary, unemployed between 2 and 4 years, at a societal organisation or an employer
gg. ROZ independently (flanking)	Offering a beneficiary the opportunity to start a company

Table 4: Policy initiatives and goals Labour Square

ANNEX III

ORGANISATION CHART MUNICIPALITY OF ENSCHEDE



ANNEX IV

ORGANISATION SCHEME ENSCHEDE WORK AND INCOME DEPARTMENT

Stand Beaufort 6-7-2012

Team inkomen			Team specifieke taken			Team handhaving			Team claimbeoordeling/inburgering		
Functie	fte		Functie	fte		Functie	fte		Functie	fte	
Inkomen 1			Uitkeringsadministratie			Adm. Medewerker B	2,9		Administratief medewerker C	0,6	
Consulent inkomen	6,6		Administratief medewerker B	8,4		Adm. Medewerker C	4,0		Consulent W&B	18,4	
Senior consulent inkomen	0,6		Administratief medewerker C	1,9		Consulent verzuin	2,0		Financieel adm. medewerker	0,7	
Inkomen 2			Senior consulent inkomen	1,0		Consulent W&B	10,9		Formuleren/rapporterend	2,2	
Consulent	1,0		Teamassistent	0,4		Kwaliteitsmedewerker	1,0		Kwaliteitsmedewerker	1,8	
Consulent inkomen	3,6		Kinderopvang belastinggroep			Projectmedewerker	0,9		Medewerker	1,0	
Senior consulent inkomen	1,0		Administratief medewerker A	2,8		Teamleider	0,9		Procesondersteuner	1,8	
Inkomen 3			Administratief medewerker B	4,9					Teamassistent	1,6	
Consulent inkomen	5,7		Medewerker kinderopvangloket	0,7					Teamleider	1,0	
Senior consulent inkomen	1,0		Teamassistent	0,9							
Inkomen 4			Bijzondere bijstand								
Consulent inkomen	4,9		Administratief medewerker B	0,8							
Senior consulent inkomen	1,0		Administratief medewerker C	1,0							
Overig			Consulent	1,0							
Administratief medewerker C	0,9		Consulent inkomen	6,6							
Kwaliteitsmedewerker	1,8		Consulent Werk & Bijstand	1,0							
Procesondersteuner	1,0		Procesondersteuner	1,4							
Teamleider	1,0		Senior consulent inkomen	1,0							
			Debiteuren								
			Administratief medewerker A	1,0							
			Administratief medewerker B	7,9							
			Senior consulent inkomen	1,0							
			Teamassistent	1,0							
			Overig								
			Kwaliteitsmedewerker	2,4							
			Teamleider	1,0							
Totaal	30,1		Totaal	48,1		Totaal	22,6		Totaal	29,1	

Werkplein			Team participatie			Werk (Femke Koster)		
Functie	fte		Functie	fte		Functie	fte	
Kwaliteitsmedewerker	1,0		Kwaliteitsmedewerker	0,8		ADW team 1		
Teamleider	1,0		Participatiecoach	21,3		Algemeen projectmedewerker	4,0	
Werkcoach	4,5		Procesondersteuner	0,8		Medewerker	1,0	
			Senior participatiecoach	1,0		Participatiecoach	1,0	
			Teamleider	0,9		Procesondersteuner	1,9	
						Teamleider	1,0	
						Werkcoach	2,0	
						ADW team 2		
						Administratief medewerker	0,7	
						Medewerker	1,0	
						Teamleider	1,0	
						Werkcoach	4,7	
totaal	6,5		totaal	24,8		Diagnose		
						Werkcoach	1,9	
						Medewerker	4,9	
						Procesondersteuner	1,0	
						Ondersteuning		
						afdelingssecretaresse	0,9	
totaal	9,7					totaal	36,8	

Pathmos		
Functie	fte	
Casemanager	0,9	
Consulent	3,9	
Consulent Werk & Bijstand	1,7	
Participatiecoach	0,8	
Procesmanager	0,5	
Procesondersteuner		
Secretaresse	0,9	
Senior adviseur maatschappelijke ontwikkeling	1,0	
totaal	9,7	

ANNEX V

DESCRIPTION ENSCHEDE TREE OF GOALS

The Enschede Tree of Goals (the ED) was, realised after consulting three policy responsables, just like the selection of goals. Below, a description of the ED is presented using the policy from table 2 of the report which is shown at the base of the Tree. Firstly, goal 1 is described because it covers the entire participation ladder.

From step 1 (isolation) to step 6 (paid job):

To climb the participation ladder it is important to motivate and activate the beneficiaries, therefore, the policy focuses on rising to flow, for example, by giving personal attention and realising customized jobs (starting point from WWNV), which counts for the whole LMPP and is explained an arrow from every single goal to goal 1. The municipality delivers the “tools” and expects the beneficiary to be motivated to use these tools, because, getting and keeping the (paid) job is his own responsibility (Ministry of Social Affairs and Labour [MSZW], 2012). Furthermore, having a job is part of a normal or common existence and having a job can contribute to a feeling or a sense of self-reliance and wellbeing. However, a job has to meet a person’s capacities and possibilities (Van Iren, 2000).

Most of the policy of goal 1 returns, below in the other descriptions. The *Development Path Enschede Labour market Approach*, the renewal of the Enschede Labour market Approach to the Renewed Enschede Labour market Approach, and the WWB-action plan 2008 is typical for goal 1. The Development Path intends to accompany the WWB-users and to make them work again, as soon as possible, by regarding personal competences and by implementing in stages: the diagnoses stage, an application stage and an internship. The Renewed Enschede Labour market Approach is focused on (the pilot) *loan dispensation, working on demand, building a curriculum* and on *reducing pressure of administrative and other costs*. The WWB-action plan 2008 joins the subject of the first sentence of this paragraph: make citizens motivated and participating.

From step 1 (isolation) to step 2 (social contacts outside the house):

To rise from isolation to social contacts outdoor it is important to:

1. Make policy **broaden the horizon of children** (especially from low income) by, for example, developing talents, improving self-reliance and a healthy lifestyle. Example: offering places in child care and early education. This prevents from getting into isolation in the future, and furthermore, early social contacts can help to develop children in a way that they do not need social security and help from the municipality in the future. The child with “a broad horizon” can also influence a family member to motivate to make social contacts. The arrow from goal 2 focuses on prevention; in the future, the child will become independent and will be able to provide its own needs. If the child goes to school at a very young age, or participates at other sportive, societal, cultural activities, the child is being watched which prevents from getting isolated. Next, having social contacts offers a perspective to climb the participation ladder.
2. Make policy to **prevent or diminish from poverty**. This is possible by improving the self-reliance of the beneficiaries, improving competences and using talents, raising participation, and connecting the desires and needs of citizens better to municipal measures and activities. Together, maintaining the social net is important like making the environment more liveable and

secure, with care for each other. The municipality also can provide an extra financial social security payment for, for example, decoration or sportive or cultural participation. Strengthening the neighbourhood management can lead to immediately signalling poverty and debts, and can deliver quicker (preventive) support; financial, but also WMO-support or other societal care. When these measures are effective, it can give the isolated beneficiary a higher self-esteem and it can motivate and activate him to make social contacts. Furthermore, he can also feel less dependent of the municipality and it offers a perspective to climb the participation ladder.

3. That policy is focused on **enlarging knowledge and improving competences** of all Enschede citizens. This can be realised by strengthening the education and the competences of citizens by, firstly, offering education and (professional) training, connecting desires and competences, by strengthening self-reliance of youngsters and their parents during nurturing or growing up, and by improving a healthy lifestyle. Societal, sportive and cultural participation are important and prevention and collaboration are key terms. The Centre for Youth and Family (with the so called “Loes-reception” for nurturing support) can play a role to it. For youth till 23 years, reducing the early school dropout is essential and therefore, the Action team Early School drop out of the Regional Hotline Coordination School dropout RMC and the Youth reception are the instruments. When juveniles have a starting qualification this will improve and motivate to climb the participation ladder, and if this qualification is out of reach, the youngsters, in any case, have attention and are supported to find a learn-work contract. When the measures lead to results, this can lead to a bigger self-esteem so that the isolated beneficiary is activated and motivated to make social contacts. He can feel less dependent of the municipality and more, it offers a perspective to climb the participation ladder.
4. That the policy is focused on the **raising responsibility and self-reliance**. This goal has some overlap with goals before, and it is also based on the same policy themes. Enlarging the education and competences, raising a healthy lifestyle, raising societal, cultural and sportive participation can contribute to this goal. Sustainable, liveable and secure neighbourhoods also will contribute to it, especially, when is it meets the desires of participators and if citizens have participated themselves. A strong neighbourhood management can signalize the isolated citizen in an early stage and can try to let him make social contacts. Support from AWBZ and WMO can help citizens to stay independent in their own home, and the neighbourhood management can signalize whether the citizens continue to take their own responsibility and can be self-reliant, as long as possible. The Centre for Youth and Family, the Bureau Child Care, societal care and the Loes-reception could help (pre-emptive). The efficiency of the municipal communication channels can help to make the isolated beneficiary taking its own responsibility, like for getting municipal information and facilities. All these aspects can lead to a higher self-esteem and to the motivation to make social contacts and to feel less dependent of the municipality. It also offers a perspective to climb the participation ladder.
5. That the policy leads to **creating sustainable, liveable and secure neighbourhoods**. This goal also has connections with other goals. When the own neighbourhood, street or environment is sustainable, liveable or secure, and the realisation of these subjects is created by the citizen himself, it improves self-reliance and self-responsibility. It also can lead to improving competences and knowledge. This supports the idea of working in each individual neighbourhood, in the personal environment, for example, public green maintenance. It is presumed that citizens are often smarter than the municipality, and if citizens are owner of the public green, maybe the maintenance is cheaper and maybe it is a challenge to continue the

maintenance for a long time. This policy can lead to make the isolated beneficiary more self-secure and to feel more comfortable in his own environment, which can motivate to make social contacts, which makes him feel less dependent of the municipality and which offers a perspective to climb the participation ladder.

The municipality has an interest in making as much beneficiaries as possible rise from a situation of isolation to social contacts, because, it makes visible the identity and position of the beneficiary, the reason of the isolation and what is necessary to change the situation. Rising from step 1 to 2 is also a possible pre-announcement of further climbing the participation ladder.

From step 2 (social contacts outside the house) to step 3 (participation at organised activities):

To flow from a situation of social contacts outdoors to a situation of participating organised activities it is important:

1. That the policy **broadens the horizon of children** (of low income); see step 1 and 2. *Additional:* participating at organized activities can prevent a child from early school dropout. If the child starts or continues participating with societal, sportive, or cultural activities, this is preventive. The child will become less dependent from support from, for example, the municipality and coaches. Participating organised activities offers a perspective to climb the participation ladder, in the future.
2. That the policy leads to **preventing or diminishing poverty**; see step 1 to 2. *Additional:* when the presented measures do have results, it can lead to a higher self-esteem and also to motivation and participation and to climb the participation ladder, in the future. Climbing the ladder makes the beneficiary feel less dependent of, for example, the municipality.
3. That policy **enlarges knowledge and improves competences**; see step 1 to 2. *Additional:* when the presented measures do have results, it can lead to a higher self-esteem and also to motivation and to participating organized activities. The beneficiary can feel himself less dependent of, for example, the municipality and it offers a perspective to climb the participation ladder.
4. That policy **promotes responsibility and self-reliance**; see step 1 to 2. *Additional:* the measures can lead to motivation and to participating organized activities and to feel less dependent of, for example, the municipality. It also offers a perspective to climb the participation ladder.
5. That the municipality **creates sustainable, liveable and secure neighbourhoods**; see step 1 to 2. *Additional:* the measures can make the beneficiary feel more secure and to feel fine and therefore, to feel less dependent of, for example, the municipality. It also offers a perspective to climb the participation ladder.

The municipality has an interest in making as much beneficiaries as possible flow from social contacts to participating organized activities, for the same reasons as mentioned above at step 1 to 2. Furthermore, for example, citizen who participate organized WMO-activities, unburden the WMO-budget and also improve competences to rise to unpaid jobs, and, next, they become (financially) less dependent of, for example, the municipality.

From step 3 (participation at organised activities) to step 4 (unpaid job):

To flow from a situation in which the beneficiary participates to organized activities to a situation in which he works unpaid, it is important:

1. That the policy **broadens the horizon of children**; see step 1 to 2. *Additional:* participating organized activities, like school, can make the child prevent from early school dropout and therefore, can help to climb the participation ladder. It can work preventive; the child will become less dependent of, for example, the municipality and coaches. When a youngster is not able to get a starter qualification, it is still important to broaden the horizon, for example, to run for an unpaid job or an internship. This offers a perspective to climb the participation ladder.
2. That the policy **prevents or diminishes poverty**; see step 1 to 2. *Additional:* when the measures work, it can give the beneficiary a higher self-esteem and possibilities or means to get motivated to climb the participation ladder. He also can feel less dependent of, for example, the municipality.
3. That policy **enlarges knowledge and improves competences**; see step 1 to 2. *Additional:* when the measures lead to results, it gives a higher self-esteem and possibilities to be motivated to do more than only organized activities. If he works unpaid, it improves competences which offers a perspective to climb the participation ladder, which make him feel less dependent and in the future, less dependent of, for example, the municipality.
4. That the policy **promotes responsibility and self-reliance**; see step 1 to 2. *Additional:* when the measures lead to results, it can motivate to work unpaid, which makes him feel less dependent of, for example, the municipality, and it can motivate to continue climbing the participation ladder.
5. That the municipality **creates sustainable, liveable and secure neighbourhoods**; see step 1 to 2. *Additional:* when the measures lead to results, the beneficiary can feel more self-secure, and can feel more secure in the personal environment. To feel more secure can lead to be motivated to work unpaid. The, he feels less dependent of, for example, the municipality, which can motivate to climb the participation ladder.
6. That the policy leads to **strengthening the economic structure**. This should lead to creating sufficient and adequate (participation) jobs, learn-work jobs and internships. Without these jobs the beneficiary cannot climb from step 3 to step 4. Priority of the LMPP is that nobody should flow into social security if it is not absolutely necessary and justified. The beneficiary has to get experience and to improve competences to climb the participation ladder. Furthermore, it should be avoided that juveniles, till the age of 23, drop out to early from school, without a starter's qualification. Otherwise, they should be supported to get an unpaid job or an internship and to get experience to finally climb the ladder in the future. To create participation jobs, employers should do business in a societal way (SROI), they should work as a kind of re-integration bureau, and therefore, they will be approached and helped more directly by the municipality. The municipality has to work based on the demand of the employer, and has to make a better match between the offered jobs and the competences of the employee, and the responsables have to look if the instrument "loan dispensation" is an option. The municipality also has to create a more attractive housing, working and life climate for "the higher income", in order to create, for example, an attractive business climate. This business climate can be improved by optimizing cooperation between businesses, governments, societal organisations and education, and by strengthening innovation and entrepreneurship, making the municipal administration more effective and leaner, improving the municipal services and by giving more space to entrepreneurs in the neighbourhoods. All these aspects can motivate the beneficiary to participate and to climb the participation ladder. Furthermore, it can also lead to the perspective to become (financially) independent.

7. That the policy is focused **on limiting the inflow into social security**. The action plan to limit the inflow is made in 2008. The purpose still is to motivate citizens to participate and to make them more self-secure and self-reliant. The three instruments (“Poortwachtersfunctie” Labour Square, preventing school dropout and Workstep/DCW/Workfirst) have been described in paragraph 3.3.1 of this research, like the fourth instrument with the purpose to make appointments with housing corporations about the entrance in Enschede of people from outside the municipality that need social security. These appointments concern the delivery of customized care, like, housing, child care and integration, but also the rising of the reliability of “the municipal basic administration”. From 2010, it is possible to limit the inflow by immediately taking in citizens in search for a job, and by changing outplacements into supported ordinary jobs. Therefore, talent and capacities need to be linked to the demand of the employers. The employer is asked to give also a normal job to people with limitations. All these aspects can motivate and activate the beneficiary to flow to unpaid jobs and to have the perspective to climb the participation ladder and to become (financially) more independent.

The municipality has to make, as many beneficiaries as possible, rise from organised activities to unpaid jobs to get experience, to improve competences and to climb the participation ladder. Furthermore, more people at step 4 of the ladder deliver more hands to participate in their own environment, for example, for maintenance of public green, for improving welfare and to help when neighbours need health care (WMO). This can lead to cost saving and this confirms the policy that Enschede wants to give beneficiaries the possibility to improve competences by working in unpaid “neighbourhood service teams”, personal care, housekeeping and in other care and neighbour services. Therefore, it is important to create adequate jobs and to give employers the possibility to do business in a societal way (SROI). The municipality gives a good example by nominating SROI a spear head.

From step 4 (unpaid job) to step 5 (supported paid job):

To flow from a situation in which the beneficiary has an unpaid job to a situation of a paid job, with support (supported job), it is important:

1. That policy focuses on preventing and diminishing poverty; see step 1 to 2. *Additional:* if the measures lead to results, it can give the beneficiary a higher self-esteem and also more possibilities or (financial) means. Then, he is more motivated and activated to climb the participation ladder, which can make him (financially) less dependent of, for example, the municipality.
2. That the policy **enlarges knowledge and improves competences**; see step 1 to 2. *Additional:* if the measures lead to results, it gives a bigger self-esteem and together with the experience and competences the beneficiary can become more motivated and activated to climb the participation ladder, which can make him (financially) less dependent of, for example, the municipality.
3. That the policy **improves self-responsibility and self-reliance**; see step 1 to 2. *Additional:* the policy can lead to a situation that the beneficiary becomes more motivated and activated to climb the participation ladder which can make him (financially) more independent of, for example, the municipality.
4. That the municipality **creates sustainable, liveable and secure neighbourhoods**; see step 1 to 2. *Additional:* the policy can lead to a situation that the beneficiary feels more self-secure and

becomes motivated and activated to climb the participation ladder, which can make him (financially) more independent of, for example, the municipality.

5. That the policy is focused on **strengthening the economic structure**; see step 3 to 4. *Additional:* all these aspects can lead to a situation that the beneficiary has a perspective and is motivated and activated to climb the participation ladder, and furthermore, he becomes (financially) more independent of, for example, the municipality.
6. That the policy **limits the inflow** into social security; see step 3 to 4. *Additional:* all these aspects can lead to a situation that the beneficiary has the perspective to get a supported job and possibly a paid job. This can motivate and activate him and can make him (financially) less dependent of, for example, the municipality.

The municipality wants to make as many beneficiaries as possible flow from an unpaid job to a supported paid job, because, like this beneficiaries do not need, or need less, social security or support. This makes it possible that the municipality saves money or can use the money for other policy. (Also read step 3 to 4.) This way, savings are possible together with maintaining the social security system. More citizens having supported jobs will diminish the administrative costs and therefore pressure on the municipal budget. This can strengthen the economic structure, because there will be more employees available. Unpaid and supported jobs improve SROI, and if the jobs are WMO-jobs it is an opportunity to stop the expanding demand for care and the “boost” of senior citizens, which also can lead to savings, because, less professionals are needed.

From 5 (supported paid job) to step 6 (paid job):

To flow from a situation of supported paid jobs to normal paid jobs it is important:

1. That the policy is focused on **preventing or diminishing poverty**; see step 1 to 2. *Additional:* if the measures have a positive result, it can lead to a higher self-esteem and also to possibilities and means necessary to motivate and activate the beneficiary to find a paid job. Furthermore, it makes him (financially) independent.
2. That the policy **enlarges knowledge and improves competences**; see step 1 to 2. *Additional:* if the measures have a positive result, it can lead to a higher self-esteem, to more experience and competences and therefore the beneficiary is motivated and activated to get a paid job. Furthermore, it makes him (financially) independent.
3. That the policy is focused **on raising self-responsibility and self-reliance**; see step 1 to 2. *Additional:* if the measures have a positive result, it can lead to a higher self-esteem, to more experience and competences, and therefore the beneficiary is motivated and activated to get a paid job. Furthermore, it makes him (financially) independent.
4. That the policy **strengthens the economic structure**; see step 3 to 4. *Additional:* if the measures have a positive result, the beneficiary has a better perspective to get a paid job, which can motivate and activate him to get a paid job. This will make him (financially) independent.
5. That the policy is focused on **limiting the inflow into social security**; see step 3 to 4. *Additional:* this policy can lead to a situation that the beneficiary is motivated and activated to get a paid job and to become (financially) independent.
6. **Attention:** the policy responsables have different opinions about the goal creating sustainable, liveable and secure neighbourhoods. One argument that this goal also counts for climbing from step 5 to 6 is that citizens on step 5 still are vulnerable and personal environment still is of great influence regarding their motivation.

The municipality wants to make as many beneficiaries as possible flow from a supported job to a normal paid job, because, these citizens will (largely) gain their own income and they are more self-reliant and independent of the municipality. Then, the municipality can secure the money, or can spent it on other policy, and furthermore, having more people in a normal paid job means, that the starting points of the WWNV are realised; the personal interest of those who can work to really work, the societal and economic interest of employers, and the financial interest to range government finances, together with guaranteeing social security for future generations (MSZW, 2012).

ANNEX VI

EXISTING INDICATORS AT SELECTED GOALS

Next, the existing indicators and selected goals are presented and connected.

Goals and indicators

Seventeen indicators are found in five policy programs of the Budget program 2010-2014 (report table 2, par. 3.3):

- Rise of employability in the intensive knowledge sector
- Appreciation of the business climate
- Amount of durable outplacements in companies
- Percentage SROI at buying and contract stages of more than 100.000 euro
- Climbing the participation ladder
- Amount of places in childcare and playground
- Amount of assignments of early school drop outs till the age of 23
- Amount of sportsmen between the age of 6 and 79
- Amount of Enschede care appointments with Bureau Youth Care
- Satisfaction of citizens about their personal environment
- Percentage of citizens that feel insecure in their neighbourhood
- Percentage of households with support from AWBZ and WMO
- Satisfaction about the maximum stay in social care (9 months)
- Results inspection concerning clean, complete and secure
- Appreciation public green in neighbourhood or environment
- Percentage of citizens that participate in controlling and keeping the public space
- Client satisfaction per municipal communication channel.

It is investigated which indicators correspond to one of the goals. The question was: does the indicator really measure the broad intention of *the goal itself* (the situation) or *the effect of the goal* (the change of the state of the policy, in the future, with or without other indicators). One result of one measurement can be sufficient to show a situation. However, to measure *the effect* of a goal, in the future, multiple results, amounts or percentages are needed. A comparison of the results can demonstrate if the effect is bigger or smaller, less or more. It is also important to realise that an (future) effect is not always the result of policy, but can also be the result or effect of external factors. This conclusion can be an important bottleneck (De Graaf et al., 2005). An indicator that starts with the word *amount* or *percentage* is nevertheless being studied during the search for indicators, because the indicator could intend to measure the effect of the goal (and not only the situation). Therefore, the question is: *Does the indicator measure the situation or the effect of the goal?* If an indicator seemed to measure more than one goal, the indicator was connected to only one goal, to avoid confusing.

EXISTING INDICATORS AND SELECTED GOALS	
GOALS	INDICATORS
1. Rising to flow the participation ladder	- Climbing the participation ladder
2. Enlarging horizon of children (minimum income)	- Amount of places in childcare and playground - Amount of sportsmen between the age of 6 and 79
3. Preventing and diminishing poverty	
4. Enlarging knowledge and improving competences	- Percentage SROI at buying and contract projects of more than 100.000 euro - Amount of assignments of early school drop outs till the age of 23
5. Raising self-responsibility and self-reliance	- Percentage of households with support from AWBZ and WMO - Client satisfaction about municipal communication channels
6. Creating durable, liveable and secure neighbourhoods	- Satisfaction of citizens about their personal environment - Percentage of citizens that feel insecure in their neighbourhood - Results inspection concerning clean, complete and secure - Appreciation public green in neighbourhood or environment - Percentage of citizens that participate in controlling and maintaining public space
7. Strengthening the economic structure	- Rise of employability in the intensive knowledge sector - Appreciation of the business climate
8. Limiting the inflow into social security	- Amount of durable outplacements in companies

Table 6: Existing indicators and selected goals

Table 6 shows that indicators were found for seven out of eight goals and that all indicators, with two exceptions, are connected to a goal. Only for goal 3 no indicators are found. Next, it is discussed why an indicator measures the goal:

Goal 1: Rising to flow the participation ladder

Climbing the participation ladder:

This indicator measures the ability to climb the participation ladder; if a beneficiary has climbed, it means that the LMPP succeeds in rising to flow.

Goal 2: Enlarging the horizon of children (minimum income)

- *Amount of places in childcare and playground:* the municipality knows how many children from a certain age live in the municipality and organisations (societal and education) on the amount of places available in childcare and playgrounds. It is assumed, that taking a place improves competences of children and broadens the horizon of a child; the child meets a lot of other children and the playground also gives education. (Childcare is not organised for pedagogic goals, but the playground is an educative organisation; Van Lieshout, Van der Meij and De Pree, 2007.) If all the places are taken, it means that the policy broadens the horizon of children. The indicator measures a situation, but can also measure the effect.
- *Amount of sportsmen in the age of 6 till 79:* If children practice sports, especially in a team, they are supposed not to be socially isolated and they develop social contacts and competences to broaden their horizon. Sports participation offers a lot of opportunities to have social contacts. Especially in organized context, new relations and communicative competences are improved. Having friends and acquaintances prove and strengthen (deliberately or not) a bond. There are very few subjects that bond as much as sport does, even in a passive way or by only talking about it (Van Bottenburg & Schuyt, 1996). It is assumed that contacts and competences broaden the horizon of children. The indicator measures a situation, but can also measure the effect.

Goal 3: Preventing and diminishing poverty: no indicators are found.

No indicators are found at this goal. This is interesting, because many national and local policies are based on preventing and diminishing poverty. The Enschede Board accepted, for example, *the Vision on Poverty 2012-2014*, in September 2011, and the Social Cultural Policy Bureau monitors poverty in Dutch municipalities like Enschede every year.

Goal 4: Enlarging knowledge and improving competences

- *Percentage SROI at buying and contract routes of more than 100.000 euro*: when organisations contract beneficiaries during their projects, this offers an opportunity to enlarge knowledge and to improve competences; the beneficiary is part of “actuality” and it improves actual experience, which offers better opportunities to climb the participation ladder. The indicator measures a situation, but can also measure the effect.
- *Amount of assignments of early school drop outs till the age of 23*: it is assumed that being in school enlarges knowledge and improves competences, in other words, if a youngster leaves school to early or drops out, the knowledge to climb the participation ladder is not enlarged anymore and competences are not improved, which will have consequences in the future. The indicator measures the situation, but can also measure the effect.

Goal 5: Raising self-responsibility and self-reliance

- *Percentage of households with support from AWBZ and WMO*: with the help of AWBZ and or WMO the (limited) beneficiary can, for example, live independently or stay without support of others. The percentage households with support can indicate the improvement of self-reliance and self-responsibility. The indicator measures a situation, but can also measure the effect.
- *Client satisfaction per municipal communication channel*: the municipality wants the beneficiary to be self-reliant and to take self-responsibility, as much as possible. When the beneficiary is satisfied about the municipal public services, it could mean that beneficiaries can help themselves because of these communication channels. And when they can help themselves the beneficiary takes his own responsibility. The indicator measures the situation but can measure the effect.

Goal 6: Creating durable, liveable and secure neighbourhoods

- *Satisfaction of citizens about their personal environment*: this indicator measures if a sustainable, liveable and secure neighbourhood is created; when satisfaction is high it means the creation of such a neighbourhood is realised. The indicator measures a situation, but can also measure the effect.
- *Results inspection concerning clean, complete and secure*: this indicator measures if a sustainable, liveable and secure neighbourhood is created; if the neighbourhood is cleaner, completer and securer, the creation of such a neighbourhood has succeeded. The indicator measures a situation, but can also measure the effect.
- *Appreciation public green in neighbourhood or environment*: this indicator measures if a sustainable, liveable and secure neighbourhood is created; this creation of such a neighbourhood has succeeded when the appreciation is rising. The indicator measures a situation, but can also measure the effect.
- *Percentage of citizens that feel insecure in their neighbourhood*: this indicator measures if a sustainable, liveable and secure neighbourhood is created; when the percentage gets higher then the neighbourhood has become less sustainable, liveable and or secure and the creation of such a neighbourhood has failed. The indicator measures a situation, but can also measure the effect.
- *Percentage of citizens that participate in controlling and keeping the public space*: this indicator measures if a sustainable, liveable and secure neighbourhood is created; when the percentage rises the neighbourhood has become more sustainable, liveable and secure, and maybe also the

amount of citizens participating in control and maintaining public space has risen. The amount of beneficiaries in controlling and maintaining public space can be an indication that the creation of such a neighbourhood has succeeded. The indicator measures a situation, but can also measure the effect.

Goal 7: Strengthening the economic structure

- *Rise of employability in the intensive knowledge sector*: this indicator measures if the policy leads to rising employability in the intensive knowledge sector; when the employability improves it is a signal that the policy leads to strengthening the economic structure. The indicator measures a situation, but can also measure the effect.
- *Appreciation of the business climate*: this indicator measures the appreciation of employers for the business climate; when the appreciation rises it means that the policy leads to strengthening the economic structure. The indicator measures a situation, but can also measure the effect.

Goal 8: Limiting the inflow into social security

Amount of durable outplacements in companies: when the beneficiary is (durable) contracted by a company (more than four months), the beneficiary does not need social security anymore, and as long as he is employed, he does not flow into a social security payment. The indicator measures a situation, but can also measure the effect.

Finally

The next two existing indicators were not connected to a goal:

- *The amount of care appointments with the Bureau Child Care*, for example, does not explain anything about rising to flow the participation ladder or broaden the horizon of children or enlarging knowledge. The amount of care appointments does not say anything about social status, the amount of social contacts or about the reason why the child has an appointment at the bureau. Maybe, the child already had a broad horizon or it was raised or not raised in poverty.
- *The maximum stay of nine months in social care*: this does not say anything about goals like rising to flow the participation ladder or raising self-reliance, because, maybe six months in social care is enough or more than nine months is needed. Social care can be an incident, because of an extreme situation, or it can be structural, because someone cannot handle life.

TESTING INDICATORS TO CRITERIA OF PERFORMANCE MEASUREMENT, SUMMARY AND CONCLUSION (TABLES 7, 8, 9)

In this attachment, firstly, the existing indicators with their corresponding goals are presented and secondly, the six criteria of Performance measurement to test the indicators are shown. In paragraph 3, table 7 is given, with the test of the individual indicators to the criteria and then table 8 shows the test of five clusters of multiple existing indicators. Not only all the individual indicators are tested if they measure the corresponding goal as complete as possible, but also five clusters which are composed of all the indicators found at one goal. It is assumed that most goals need more indicators because some goals have multiple terms en dimensions, and therefore, it will be impossible to measure most goals with only one indicator.

The two questions are: does the indicator measure the goal and do the clustered indicators together measure the goal. Next, paragraph 4 contains table 9, a summary of paragraph 3. Finally, paragraph 5 presents a conclusion for each goal divided in a conclusion for each indicator and for each cluster.

1. EXISTING ENSCHEDE'S INDICATORS AND SELECTED GOALS

- | | |
|---|---|
| 1. Climbing the participation ladder; <i>goal 1</i> | 8. Percentage of citizens that feel insecure in the neighbourhood; <i>goal 6</i> |
| 2. Amount of sportsmen in the age of 6 till 79; <i>goal 2</i> | 9. Percentage of citizens that participate in controlling and maintaining the public space; <i>goal 6</i> |
| 3. Amount of places in child care and playground; <i>goal 2</i> | 10. Satisfaction of citizens about their personal environment; <i>goal 6</i> |
| 4. Percentage SROI at buying and contract businesses of more than 100.000 euro; <i>goal 4</i> | 11. Results inspection concerning clean, complete and save; <i>goal 6</i> |
| 5. Amount of assignments of early school drop outs till the age of 23; <i>goal 4</i> | 12. Appreciation public green in neighbourhood and environment; <i>goal 6</i> |
| 6. Percentage of households with support from AWBZ and WMO; <i>goal 5</i> | 13. Rise of employability in the intensive knowledge sector; <i>goal 7</i> |
| 7. Client satisfaction about municipal communication channels; <i>goal 5</i> | 14. Appreciation of the business climate; <i>goal 7</i> |
| | 15. Amount of durable outplacements in companies; <i>goal 8</i> |

2. CRITERIA FOR TESTING INDICATORS

1. The indicator is described detailed and understandable.
2. The indicator is feasible.
3. The indicator measures the goal as complete as possible and therefore there might be multiple indicators needed.
4. The indicator is relevant and reliable and can be changed in time.
5. The indicator is accepted and documented.
6. The indicator is comparable with indicators elsewhere.

3. TEST

The test consists of two parts, firstly, in table 7 the individual existing indicators are tested for each goal at the six criteria of Performance measurement. In table 8 follows a test for each cluster, existing of all the indicators found at one goal; it is tested whether an individual indicator measures the goal or whether they measure all together the goal. To get a clear oversight the first column shows the corresponding goal.

TESTING INDIVIDUAL INDICATORS TO SIX CRITERIA OF PERFORMANCE MEASUREMENT		
GOAL EN	INDICATOR	TESTING
Goal 1. Rising to flow the participation ladder	1. Climbing the participation ladder	The indicator has to give a detailed and understandable description. This indicator is clear to everyone that handles the participation ladder.
		The indicator has to be feasible. This indicator is feasible; at every moment a fixation can be made from the step with all beneficiaries at that moment.
		The indicator has to measure the goal complete and therefore multiple indicators are needed. This indicator could measure the goal more completely: a beneficiary can rise, descend and stand still at the ladder; therefore the word <i>rise</i> should be replaced by <i>development</i> .
		The indicator has to be relevant and eventually to be changed in the future. The indicator is relevant because it makes visible whether the beneficiary moved on the ladder and it can show where someone stands. The indicator reliable because it can be used at any moment to measure and it is not necessary to change the indicator as long as the ladder is used.
		The indicator has to be accepted and documented. This is the case: the indicator is established by the city council and therefore documented.
		The indicator is comparable with indicators elsewhere. The indicators can be compared to indicators in other communities who handle the (VNG) participation ladder and who monitor the developments on the ladder; the ladder is made to measure the developments on the ladder.
Goal 2: Broaden horizon of children	2. Amount of sportsmen between the age of 6 and 79	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly. The goal, for example, also counts for children younger than 6 years old and goes further than only sports. Therefore, more indicators are needed to measure the whole goal.
		The indicator has to be relevant and eventually to be changed in the future. The indicator is relevant, reliable and could be changed.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
	3. Amount of places in childcare and playground	The indicator has to be described detailed and understandable. The indicators give a detailed and understandable description.
		The indicator has to be feasible. The indicator is measured in many municipalities and, is therefore realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly and therefore more indicators are needed, for example, to measure not only the youngest, because the goal counts for all children.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.

Goal 3: Preventing and diminishing poverty	No indicators are found in the LMPP	
Goal 4: Enlarging knowledge and improving competences	4. Percentage SROI at buying and contract routes of more than 100.000 euro	The indicator has to be described detailed and understandable. The indicator partly describes detailed and understandable because maybe the term SROI is unclear.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly, because the goal counts for every citizen; therefore, more indicators are necessary.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
	5. Amount of assignments of early school drop outs till the age of 23	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal completely and maybe more indicators are needed. The indicator measures the goal only partly because, the indicator is about youngsters at school and the goal concerns all citizens, therefore, more indicators are needed.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
Goal 5: Raising self-responsibility and self-reliance	6. Percentage of households with support from AWBZ and WMO	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description for those who understand what AWBZ and WMO are.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly because the goal counts for all citizens and therefore more indicators are needed.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
	7. Client satisfaction about municipal communication channel	The indicator has to be described detailed and understandable. The indicator measures the goal only partly because it is unclear whether everybody knows what the municipal communication channels are.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly because it concerns those citizens who use these channels and the goal should concern all citizens, therefore, more indicators are needed.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be

		changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
Goal 6. Creating sustainable, liveable and secure neighbourhoods	8. Percentage of citizens that feel insecure in their neighbourhood	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal completely and maybe more indicators are needed. The indicator measures the goal only partly, for example, sustainability and liveability could be measured more completely, therefore, more indicators are needed.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future, however, other aspects should also be measured. The indicator does not have to change in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities. Atlas Leefomgeving (https://www.atlasleefomgeving.nl) is an example.
	9. Percentage of citizens that participate in controlling and keeping the public space	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description, however, the term public space could be confused with public green, and the public space is much more complex.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measures the goal only partly, because it only concerns the aspect keeping public space, which does not immediately means creating a sustainable environment, therefore, more indicators are needed to measure the whole goal.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicators are relevant, reliable and if necessary can be changed in the future, however, it only measures the goals partly concerning some aspects of liveability and sustainability. The indicator gives important information about the relation of the citizens with the environment and this information can be measured regularly. It is timeless and does not need to change.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities, for example, by using Atlas Leefomgeving (https://www.atlasleefomgeving.nl).
	10. Satisfaction of citizens about their life environment	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description when <i>environment</i> is meant to be the same as <i>neighbourhood</i> .
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. It is not sure whether the indicator measures completely. If citizens are asked whether they are satisfied with their neighbourhood the answer depends on personal experience and people may give a strategic answer. Maybe citizens do not think of sustainability in the sense of energy and environment immediately. The indicator could be more detailed and it could measure social but also physical aspects from planning. However with the other indicators the goal is already measured more completely. An example of sustainable is for example, how to deal with garbage. Enschede is the only city with a publication of an example about a sustainable environment looking at garbage published as a personal garbage calendar at the site Atlas Leefomgeving (June 2012, through http://afvalkalender.twentemilieu.nl/).

		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future. It gives important information about the relation from citizens about the environment.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities. For example, the use of the Atlas Leefomgeving kept up by the ministry of infrastructure and environment together with VNG, provinces and many communities. The appreciation of the next environment is one of the aspects that are measured regularly (received by: https://www.atlasleefomgeving.nl/colofon .)
	11. Results inspection concerning clean, complete and secure	The indicator has to be described detailed and understandable. It is not sure whether the word inspection is detailed and understandable. It is also the question whether it is understandable and if the combination of words, clean, complete and save means the same to everyone and if it is clear which aspects of the public space are meant. Is it for example, about public green? It is also the question if the indicator measures sustainability.
		The indicator has to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. It is the question whether the indicator measures the whole goal including sustainability. Inspection should be described more detailed, like the fact what is meant by public space. Sustainability could be measured with another indicator.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant and reliable; it gives important information about the relation of citizens with the environment. If necessary it can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities who monitor the aspects clean and complete, by the Atlas Leefomgeving (https://www.atlasleefomgeving.nl/over-de-atlas)
	12. Appreciation public green in neighbourhood or environment	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. These two indicators measure the goal only partly. It measures only public green while many other aspects are important, like sustainability and security. Therefore, more indicators are needed.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant and reliable and measures the relation from citizens with their environment and if necessary the indicator can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities for example by the Atlas Leefomgeving (https://www.atlasleefomgeving.nl).
Goal 7. Strengthening the economic structure	13. Raise of employability in the intensive knowledge sector	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description about the fact that it focuses on employability in the intensive knowledge sector and that rising strengthens the economic structure.
		The indicator has to be feasible. Employability in this sector can be adequately measured by the community (and it is already measured, looking at http://www.cbs.nl/nl-NL/menu/themas , and therefore it is feasible.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator describes not entirely the goal strengthening the economic structure because it only measures a specific sector. Next to an increase there can be a decrease of employability. The whole economic structure is strengthened by all sectors with employability. It should be better to measure “changes in employability”. There are many other aspects

		that measure the economic structure like the rise of the businesses, participation of higher education or rise of consumer expenditures, and therefore additional indicators are needed to measure the goal completely.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future. The result is relevant for measuring the economic structure and is reliable because it can measure employability whenever necessary. The indicator could be changed to measure the goal more completely.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities. Statline part of the Central Bureau of Statistics can find important figures concerning the development of employability in all communities (http://www.cbs.nl/nl-NL/menu/themas/arbeid-sociale-zekerheid/cijfers/default.htm).
	14. Appreciation of the business climate	The indicator has to be described detailed and understandable. The indicator gives a detailed and understandable description about how employers appreciate business climate and it gives a picture of the changes in the economic structure.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable. The site http://www.cbs.nl/nl-NL/menu/themas can compare with other communities.
		The indicator has to measure the goal complete and maybe more indicators are needed. the indicator gives a good picture of the economic structure but there are also other aspects that are important to strengthen the economic structure like rise of businesses, higher education and rise of consumer expenditure, but also the before mentioned employability of the intensive knowledge sector and the changes in employability in general.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant because employers, in a broad sense, are very important for the economic structure. The indicator is also reliable because figures can be measured at any moment. The indicator is timeless but if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.
		The indicator is comparable with indicators elsewhere. The indicators can be compared to indicators in other communities because in most communities the business climate is already measured. The business climate can be found at http://www.cbs.nl/nl-NL/menu/themas/dossiers/ondernemingsklimaat/nieuws/default.htm .
Goal 8: Limiting the inflow into social security	15. Amount of durable outplacements in companies	The indicator has to be described detailed and understandable. The indicator gives partly a detailed and understandable description. The question is whether durable is understandable, for example, does it mean a contract or some months? Also “in companies” can mean a limitation thinking of societal organisations and education.
		The indicator has to be feasible. The indicator is measured in many municipalities and, therefore, is realisable.
		The indicator has to measure the goal complete and maybe more indicators are needed. The indicator measure the goal only completely, however, for other subjects indicators should be found which also measure limiting inflow in social security, for example, looking at the PIN-project and the appointments with housing corporations about inflow of people from outside the community.
		The indicator has to be relevant and reliable and eventually to be changed in the future. The indicator is relevant, reliable and if necessary can be changed in the future.
		The indicator has to be accepted and documented. This is the case: the indicator is decided and therefore documented by the city council.

		The indicator is comparable with indicators elsewhere. The indicator can be compared to indicators in other communities.
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Table 7: Testing individual indicators to criteria of Performance measurement

TESTING CLUSTERS OF COMBINED INDICATORS TO CRITERIA OF PERFORMANCE MEASUREMENT		
GOALS	CLUSTERS of INDICATORS	TESTING CLUSTERED INDICATORS TO ONE GOAL
Goal 2: Broaden horizon of children (minimum income)	Cluster 1: 2. Amount of sportsmen between the age of 6 and 79 3. Amount of places in childcare and playground	The indicators have to be described detailed and understandable. The indicators individually are described detailed and understandable.
		The indicators have to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
		The indicators have to measure together the goal complete and maybe more indicators are needed. These two indicators measure the goal only partly. Broaden the horizon of children should begin as soon as possible after birth and should count at least until the legitimate age that the child must go to school (until the age of 16). And the indicator should cover as many subjects as possible, not only concerning sports but for example, also culture. Broaden the horizon of children is also important after the age of childcare and playground, but also at the age of primary and secondary education. Therefore, more indicators are needed to measure the whole goal completely. In other words, the cluster does not measure the entire goal and therefore other indicators should be established.
		The indicators have to be relevant and reliable and eventually to be changed in the future. The indicators are relevant, reliable and if necessary can be changed in the future.
		The indicators have to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities.
Goal 4: Enlarging knowledge and improving competences	Cluster 2: 4. Percentage SROI at buying and contract routes of more than 100.000 euro 5.Amount of assignments of early school drop outs till the age of 23	The indicators have to be described detailed and understandable. Indicator 5 gives a detailed and understandable description but in indicator 4 the term SROI should be replaced or clarified.
		The indicators have to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
		The indicators have to measure together the goal complete and maybe more indicators are needed. Both indicators measure the goal only partially because the goals has different dimensions (see annex VIII). Knowledge for example, has five dimensions and eight competences can be described. Other arguments are: enlarging knowledge and improving competences should count for all citizens. The indicators now only measure beneficiaries who could be accepted for big business routes because of the SROI, and for school drop outs till 23. SROI should count for all business routes and next to school drop outs till 23 should be looked at education and training for all job seekers, together with an inventory why someone dropped out of school. Therefore, more indicators are necessary to measure the entire goal. In other words, the cluster does not measure the entire goal and therefore other indicators should be established.
		The indicators have to be relevant and reliable and eventually to be changed in the future. The indicators are relevant, reliable and if necessary can be changed in the future.
		The indicators have to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities.
Goal 5: Raising	Cluster 3:	The indicators have to be described detailed and understandable. The indicators give a detailed and understandable description if only when people

self-responsibility and self-reliance	6. Percentage of households with support from AWBZ and WMO	know what is meant by AWBZ and WMO and is meant by municipal communication channels. Indicator 7 could be described more understandable.
	7. Client satisfaction per municipal communication channel	The indicators have to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
		The indicators have to measure together the goal complete and maybe more indicators are needed. These two indicators measure the goal only partly, because if this goal is translated to “empowerment” already three dimensions can be described (see annex VIII). Other arguments are: the goal counts for all citizens or beneficiaries and it also is meant for households without support from AWBZ/WMO and for people who does not or do nearly not use municipal communication channels. Self-reliability and self-responsibility from all citizens should be enlarged; therefore, more indicators are needed. In other words, the cluster does not measure the entire goal and therefore other indicators should be established.
		The indicators have to be relevant and reliable and eventually to be changed in the future. The indicators are relevant, reliable and if necessary can be changed in the future.
		The indicators have to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities.
Goal 6. Creating sustainable, liveable and secure neighbourhoods	Cluster 4: 8. Percentage of citizens that feel insecure in their neighbourhood	The indicators have to be described detailed and understandable. The indicators give a detailed and understandable description except two terms. It is not sure whether public space and results inspection is detailed and understandable enough. Public space in indicator 9 could be described more detailed with some examples and indicator 11 should explain what is been inspected to be clean, complete and save.
	9. Percentage of citizens that participate in controlling and keeping the public space	The indicators have to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
	10. Satisfaction of citizens about their life environment	The indicators have to measure together the goal complete and maybe more indicators are needed. These indicators measures a big part of the goal, especially if some aspects are better described. For example:
	11. Results inspection concerning clean, complete and save	<ul style="list-style-type: none"> a. Public space is more than public green, and a liveable neighbourhood has attention for playgrounds for different ages of children. b. Thinking of a sustainable neighbourhood it is not only about street furniture easy to be kept, or public green (kept by neighbours), but it is also about energy and environmental friendly solutions for public space and houses, schools or governmental buildings. c. All kinds of garbage in the public space are an important issue for a sustainable, liveable, secure neighbourhood with not only attention for collecting garbage and tidying up, but also for the price to be paid doing so. An indicator could measure ideas about collecting or satisfaction; therefore more indicators are needed to measure the whole goal.
	12. Appreciation public green in neighbourhood or environment	Regarding the individual terms of the goal multiple dimensions can be described (see annex VIII). In other words, the cluster does not measure the entire goal and therefore other indicators should be established.
		The indicators have to be relevant and reliable and eventually to be changed in the future. The indicators are relevant, reliable and if necessary can be changed in the future.
		The indicators have to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities. For example, the Atlas Leefomgeving could be used (https://www.atlasleefomgeving.nl).
Goal 7. Strengthening the	Cluster 5: 13. Raise of	The indicators have to be described detailed and understandable. The indicators give a detailed and understandable description about their focus on the amount of employability in the intensive knowledge sector, which rises the economic structure, and the appreciation of the business climate.

economic structure	employability in the intensive knowledge sector	The indicators have to be feasible. The indicators are measured in many municipalities and, therefore, are realisable.
	14.Appreciation of the business climate	The indicators have to measure together the goal complete and maybe more indicators are needed. These two indicators together do not measure the goal completely. Strengthening the economic structure is about more than only a certain sector and the business climate by employers. Regarding indicator 13 there can also be a decrease, or looking at indicator 14 also the meaning of employees or consumers is important. The economic structure is made by all sectors with (paid, unpaid, supported) employability. For example, for indicator 13 a textual change could be the solution: changing in employability. There are other factors which determine whether the economic structure is strengthened like an increase of businesses, higher education or an increase of consumer expenditure. Next to this, the term economy has many dimensions (see annex VIII). In other words, the cluster does not measure the entire goal and therefore other indicators should be established.
		The indicators have to be relevant and reliable and eventually to be changed in the future. The indicators are relevant because they are important for the goals, they are reliable and if necessary they can be changed in the future.
		The indicators have to be accepted and documented. This is the case: the indicators are decided and therefore documented by the city council.
		The indicators are comparable with indicators elsewhere. The indicators can be compared to indicators in other communities. For example, with Statline, part of the Central Bureau for Statistics, which show central figures for each sector, showing the development of employability for each community (http://www.cbs.nl/nl-NL/menu/themas/arbeid-sociale-zekerheid/cijfers/default.htm).

Table 8: Testing clusters of indicators to criteria of Performance measurement

4. SUMMARY

SUMMARY OF TESTING INDICATORS TO CRITERIA OF PERFORMANCE MEASUREMENT										
INDICATOR	CRITERION 1		CRITERION 2	CRITERION 3		CRITERION 4			CRITERION 5	CRITERION 6
GOAL	Precise	Understandable	Realisable	Complete	More needed	Relevant	Reliable	Changeable timeless	Documented/decided	Comparable elsewhere
1 - goal 1	+	+	+	+/-	No (after changing)	+	+	+	+	+
2 - goal 2	+	+	+	+/-	Yes	+	+	+	+	+
3 - goal 2	+	+	+	+/-	Yes	+	+	+	+	+
4 - goal 4	+	+/-	+	+/-	Yes	+	+	+	+	+
5 - goal 4	+	+	+	+/-	Yes	+	+	+	+	+
6 - goal 5	+	+	+	+/-	Yes	+	+	+	+	+
7 - goal 5	+	+/-	+	+/-	Yes	+	+	+	+	+
8 - goal 6	+	+	+	+/-	Yes	+	+	+	+	+
9 - goal 6	+	+/-	+	+/-	Yes	+	+	+	+	+
10 - goal 6	+	+	+	+/-	Yes	+	+	+	+	+
11 - goal 6	+/-	+/-	+	+/-	Yes	+	+	+	+	+
12 - goal 6	+	+	+	+/-	Yes	+	+	+	+	+
13 - goal 7	+	+	+	+/-	Yes	+	+	+	+	+
14 - goal 7	+	+	+	+/-	Yes	+	+	+	+	+
15 - goal 8	+	+/-	+	+	Yes	+	+	+	+	+
TESTING CLUSTERS OF INDICATORS AT FIVE GOALS										
Goal 2 cluster 1 (2 and 3)	+	+	+	+/-	Yes	+	+	+	+	+
Goal 4 cluster 2 (4 and 5)	+	+/-	+	+/-	Yes	+	+	+	+	+
Goal 5 cluster 3 (6 and 7)	+	+/-	+	+/-	Yes	+	+	+	+	+
Goal 6 cluster 4	+	+/-	+	+/-	Yes	+	+	+	+	+

(8, 9, 10, 11, 12)										
Goal 7 cluster 5 (13 and 14)	+	+	+	+/-	Yes	+	+	+	+	+

Table 9: Summary testing indicators to criteria of Performance measurement

+ = indicator satisfies/indicators do satisfy
 - = indicator does not satisfy/indicators do not satisfy
 +/- = indicator partly satisfies/indicators partly satisfy

5. CONCLUSION

Criterion 1 (precise and understandable):

Individual indicators: With one exception the indicators are described precisely, only indicator 11 could describe more precise where it is about. Ten indicators are described understandable and for five indicators it could be useful to change the text, that is for indicator 4 the abbreviation SROI, at indicator 7 the term municipal communication channel, at indicator 9 the term public space, at indicator 11 the word inspection results and at indicator 15 the word result focused.

Clusters: The indicators from the clusters 1 (indicator 2 and 3) and 5 (indicator 13 and 14) are described precise and understandable. The indicators of the clusters 2 (indicators 4 and 5), 3 (indicators 6 and 7) and 4 (indicators 8 till 12) are described precise but some terms (described above) should be changed to make the indicators, and therefore the clusters, more understandable.

Criterion 2 (realisable):

Individual indicators: All indicators can be used and they are already measured in a lot of communities. The most indicators can be found, for example, on the website of the Central Bureau for Statistics.

Clusters: All five clusters are realisable; however, it is not studied whether the indicators are also clustered the same way in other municipalities and whether they can be executed as a cluster.

Criterion 3 (complete and probably more indicators are needed):

Individual indicators: Thirteen indicators measure only a part of the goal, indicator 1 will measure the whole goal after having a textual change and indicator 15 measures also the whole goal (however, regarding the LMPP, another relevant indicator should be made). For the goals 2, 4, 5, 6 and 7 should be established additional indicators to completely measure the goals.

Clusters: All five clusters do not meet the criterion, because they do not measure the corresponding goal completely. If the dimensions and the different terms of the goals are taken into account, the conclusion is that more indicators are needed to measure the goal completely (see annex VIII). In other words, the clusters do not measure the corresponding goal completely and therefore, additional indicators should be established.

Every cluster has some gaps regarding the corresponding goal, like:

- At cluster 1, for example, indicators are missing to measure the goal for children until the age of six and for children at the age of primary and secondary school. Also indicators are needed for measuring more than sports, like culture and other societal involvement. The goal “enlarging the horizon of children” should concern in any case all children until sixteen and should cover as many subjects as possible.
- At cluster 2, concerning “enlarging knowledge and improving competences” of all citizens, for example, indicators are missing about business contracts less than hundred thousand Euros, and for beneficiaries and other citizens who are older than 23 and having started education or training, but also already stopped it before finishing it. SROI should be counting for all business contracts and all employees should have education or training and should be motivated and activated to finish it.
- At cluster 3, indicators are missing which also can count, for example, for others than beneficiaries and households who need support from AWBZ/WMO. The goal to “promote self-responsibility and self-reliance” counts for all citizens and, for example, also for those who do not or nearly not use municipal communication channels and AWBZ or WMO support.
- The indicators from cluster 4 describe the goal “creating sustainable, liveable and secure neighbourhoods”, for the biggest part. However, there could be made additional indicators who justify more the age differences in the neighbourhood (think about an inventory of needs for playing grounds and problem youngsters hanging around), and sustainability in the sense of energy and environment. Garbage, like litter and dog poo, is an important subject for citizens and also for these subjects could be made indicators to measure satisfaction and ideas.
- At cluster 5, more indicators should measure the “strengthening of the economic structure”. Not only the one that measures a specific sector or whether there is an attractive business climate. There can be thought of indicators measuring all economic sectors with (paid, unpaid or supported) employability. It is also important to measure of employees and consumers appreciate the economic (business) climate, whether the amount of businesses changes and if the consumer expenditures change.

Criterion 4 (relevant, reliable, and changeable):

Individual indicators: All existing indicators are relevant, in other words, the results are important to measure the corresponding goal. The indicators are all trustworthy; they are repeatedly measured in Enschede, but also in other communities. All the indicators are formulated the way that they, in principal, do not need to be changed.

Clusters: All five clusters meet the criterion to be relevant and reliable and they can be changed in time if necessary. However, it is not studied whether the same indicators are clustered in other municipalities and if the indicators are relevant, reliable and changeable as a cluster.

Criterion 5 (accepted and documented):

Individual indicators: All indicators are found in policy decided by the city council and therefore accepted and documented.

Clusters: All clusters meet the criterion to be accepted and documented because the individual indicators are decided by the city council.

Criterion 6 (comparable with for example other communities):

Individual indicators: All indicators can be compared to indicators in other municipalities; some indicators can, for example, be found, and compared at the website of the Central Bureau for Statistics, or, regarding goal 6, be compared using the site Atlas Environment.

Clusters: All five clusters meet the criterion and can be compared to indicators elsewhere. However, it is not studied whether the same indicators are clustered the same way in other municipalities, and whether they can be compared together.

ANNEX VIII

Goals and existing, changed and new indicators

In this attachment a table is presented with, in the left column, the eight selected goals and in the right column, the corresponding existing indicators from table 2, new indicators regarding the policy of table 2 and new indicators regarding the different terms or dimensions of the goal. Afterwards, some arguments are formulated to explain the new suggested indicators.

To avoid confusion, an existing (changed) indicator is connected only to one goal, however, the suggested indicators are, in some cases, connected to more than one goal, because they are only “suggested”; it is up to follow-up research or a team of stakeholders, to make a choice. Testing the new indicators is also a task of the future team of stakeholders.

GOALS AND EXISTING, CHANGED AND NEW INDICATORS	
GOALS	INDICATORS
1. Rising to flow the participation ladder	EXISTING (CHANGED) INDICATORS: <ul style="list-style-type: none"> - Development on the participation ladder (XIII) POSSIBLE NEW INDICATORS: <p>No new indicators are needed</p>
2. Broaden horizon of children (minimum income)	EXISTING (CHANGED) INDICATORS: <ul style="list-style-type: none"> - Amount of available places in childcare and playground (XVI); - Amount of sportsmen between the age of 6 and 79 (XVI) POSSIBLE NEW INDICATORS REGARDING POLICY OF TABLE 2: <ul style="list-style-type: none"> - Children's satisfaction about their social contacts (XV) - Amount of playgrounds in the children's environment (XVIII) - Amount of families with care support to raise children (XVI) - Participation of children at cultural or societal activities (after school) - Activities and services (welfare, sport, culture) offered in a neighbourhood to broaden the horizon of children - Inventory of talents children want to develop to broaden their horizon (XVI) - Enlarging knowledge of children about a healthy lifestyle in order to grow up healthy (XVI) POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL: <ul style="list-style-type: none"> - Degree of broadening the horizon of a child (after two years); in relation to the age of the child, the level of education or the parent's income - Degree of involvement of parents to broaden the horizon of children - Possibilities or abilities of parents to help children to broaden their horizon - Possibilities of the school to invest in broadening the horizon of the individual pupil (in case of special care) - Degree of literacy or knowledge of the Dutch language of a child
3. Preventing and diminishing poverty	EXISTING (CHANGED) INDICATORS: <p>No indicators were found</p> POSSIBLE NEW INDICATORS REGARDING POLICY OF TABLE 2: <ul style="list-style-type: none"> - Desires of the beneficiary of having useful activities and of developing talents for preventing poverty and diminishing poverty (XVI) - Satisfaction of supported jobs regarding income, content changes, contacts, support, which can influence preventing poverty and diminishing poverty - Inventory of societal, private, religious and educational organisations and their part in the social net to help to prevent and diminish poverty POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL: <ul style="list-style-type: none"> - Change in degree of poverty after two years: enlarged, diminished, stable - The period the beneficiary lived on or below the level of poverty - Percentage of citizens living more than two years at or under the level of poverty

	<ul style="list-style-type: none"> - Percentage of citizen with 110% WWB-payment - Amount of citizens, recidivists or frauds with special support to diminish poverty (<i>the municipality is responsible to help in case of debts because of a new law from the first of July 2012</i>) - Kind of (financial) support needed to prevent or diminish poverty - Effects of financial support regarding “the poverty fall” - Personal experience of the situation of poverty - The necessity felt to improve the situation of poverty - Personal view about the personal possibilities and abilities to prevent and diminish poverty
4. Enlarging knowledge and improving competences	<p>EXISTING (CHANGED) INDICATORS:</p> <ul style="list-style-type: none"> - Percentage spent at reciprocity at buying and contract routes of more than 100.000 euro, for appointing beneficiaries (temporarily) (XIII); - Amount of assignments of early school drop outs till the age of 23 (XVI) <p>POSSIBLE NEW INDICATORS REGARDING POLICY OF TABEL 2:</p> <ul style="list-style-type: none"> - Participation at cultural, sportive, societal activities (XVI) - Inventory of talents to be developed or to expand (XVI) - Inventory of broadening knowledge about healthy lifestyle (XVI) - Satisfaction about social contacts (XV) - Amount of library visitors, kind of visitors, and appreciation of the library - Degree of involvement of the personal environment to help to enlarge the knowledge and improve the competences of the beneficiary (XIV) - Offered services (welfare, sport, culture) in the neighbourhood to give the opportunity to enlarge knowledge and improve competences <p>POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL:</p> <ul style="list-style-type: none"> - Degree of available knowledge to climb the participation ladder - Degree of available competences to climb the participation ladder - Degree of literacy or knowledge of the Dutch language - Opinion about the personal knowledge and competences - Ability to use the personal knowledge and competences to enlarge knowledge and to improve competences - Change in knowledge and competences after two years - Possibilities and abilities of the personal environment to help enlarging knowledge and improving competences - Possibilities of schools to invest in individuals in case of special personal care
5. Raising self-responsibility and self-reliance	<p>EXISTING (CHANGED) INDICATORS:</p> <ul style="list-style-type: none"> - Percentage of households with support from AWBZ and WMO (XVII) - Client satisfaction about municipal services like telephone, post, email and reception (XX) <p>POSSIBLE NEW INDICATORS REGARDING POLICY OF TABEL 2:</p> <ul style="list-style-type: none"> - Amount of beneficiaries that are self-responsible - Amount of beneficiaries that are self-reliant - Participation at cultural, sportive and/or societal activities and the kind of participation (XVI) - Satisfaction about the personal self-responsibility and self-reliance - Satisfaction about the personal health and welfare - Inventory of talents desired to be developed or to expand to raise self-responsibility and self-reliance (XVI) - Satisfaction about the focus of the municipality and other service providers on the clients <p>POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL:</p> <ul style="list-style-type: none"> - Degree of improvement of raising self-responsibility and self-reliance - Change in the degree of self-responsibility and self-reliance after two years - Degree of literacy or knowledge of the Dutch language - Possibilities of the personal environment to help raising self-responsibility and self-reliance - Presence of people in the personal environment prepared to help raising self-responsibility and self-reliance of the beneficiary - Motivation of the beneficiary to raise self-responsibility and self-reliance

6. Creating sustainable, liveable and secure neighbourhoods	<p>EXISTING (CHANGED) INDICATORS:</p> <ul style="list-style-type: none"> - Satisfaction of citizens about their life environment (XVII); - Percentage of citizens that feel insecure in their neighbourhood (XVII); - Results inspection concerning clean, complete and save of the public space, like streets, squares, street furniture and public green (XVIII); - Appreciation public green in neighbourhood or environment (XVIII); - Percentage of citizens that participate in controlling and maintaining the public space, like streets, squares, street furniture and public green (XVIII) <p>POSSIBLE NEW INDICATORS REGARDING POLICY OF TABEL 2:</p> <ul style="list-style-type: none"> - Amount of private houses and houses for rent in the neighbourhood (composition of the neighbourhood regarding houses) (XVI) - Position of the neighbourhood regarding other neighbourhoods (XVI) - Percentage of shops regarding a certain offer, like a supermarket or a bakery - Amount of people participating in the own neighbourhood - Composition of citizens regarding ethnicity, age, education, gender (XIV) - Composition of households (regarding income, children) - Appreciation about the offer of services (shops, playgrounds, public transport) - Degree of involvement of parents to create a liveable and secure neighbourhood for their children - Services available in the neighbourhood concerning welfare, sport, culture <p>POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL:</p> <ul style="list-style-type: none"> - Degree of success of the creation of a sustainable neighbourhood - Degree of success of the creation of a liveable neighbourhood - Degree of success of the creation of a secure neighbourhood - Degree of nuisance like dog droppings, next door neighbours or noise - Change of nuisance experienced, after two years - Change of sustainability, liveability and security in the neighbourhood, after two years
7. Strengthening the economic structure	<p>EXISTING (CHANGED) INDICATORS:</p> <ul style="list-style-type: none"> - Rise of employability in the intensive knowledge sector (XI); - Appreciation of the business climate (XI) <p>POSSIBLE NEW INDICATORS REGARDING POLICY OF TABEL 2:</p> <ul style="list-style-type: none"> - Satisfaction about the collaboration in Twente or the Euregio (XI) - Results of collaboration in Twente or the Euregio - Degree of satisfaction about supported jobs: concerning income, content, changes, contacts and support (XI) - Satisfaction of citizens concerning supply and accessibility of shops and services - Amount of starters and growing businesses - Amount of participators to education and training (on the job) - Desire regarding developing or expanding talents (XVI) - Percentage of jobs divided in the level of education: low, middle, high educated - Raise of employability in all sectors (XI) <p>POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL:</p> <ul style="list-style-type: none"> - Degree in which the economic structure has been strengthened - Change in strength of the economic structure, after two years - Change in the amount of employability, for each sector, after two years - Change in satisfaction about jobs with support, after two years - Change in the development of businesses, after two years - Change in the collaboration in Twente or the Euregio
8. Limiting the inflow into social security	<p>EXISTING (CHANGED) INDICATORS:</p> <p>Amount of beneficiaries employed in companies and organisations with a contract longer than four months (XIII)</p> <p>POSSIBLE NEW INDICATORS REGARDING POLICY OF TABEL 2:</p> <p>Motivation of new citizens with social payment regarding participation (V)</p> <p>POSSIBLE NEW INDICATORS REGARDING DIMENSIONS OF THE GOAL:</p> <p>No new indicators are needed.</p>

Table 11: Goals and existing, changed and new indicators

Arguments regarding existing policy, terms and dimensions of the goal

Goal 1: rising to flow the participation ladder

Regarding existing policy and/or the goal:

No new indicators are needed to measure the goal.

Goal 2: broaden horizon of children

Regarding existing policy:

The existing indicators only focus on sport for children older than six and on the amount of available places in childcare and playground, although, broaden the horizon of children should count already immediately after birth, and should also consider social, cultural and societal subjects. For new indicators the policy from table 2 (par. 3.4) is studied again especially part XV, XVI and XVIII which contains, for example, policy about playgrounds (for social contacts), talent development and knowledge about lifestyle.

Regarding the dimensions of the goal:

Measuring different dimensions of the goal is possible by measuring all children and all subjects and, eventually, with a division concerning age, level of education or income of the parents.

Goal 3: preventing and diminishing poverty

Regarding existing policy:

No indicators are found to measure preventing of diminishing poverty. Therefore also for this subject table 2 is studied because it is accepted that all strategic tasks and policy initiatives of the Labour Square are focused on preventing and diminishing poverty. To be able to measure whether poverty is diminished or prevented, it is important to know the reason, the time, the development of the situation of poverty, and also the degree of personal view about the personal situation (because a citizen can be poor regarding the evaluation of the municipality, however, does not feel poor personally at all).

Regarding the dimensions of the goal:

The term poverty has four dimensions, time, height, wideness and depth (Vranken, 2006). In this research three dimensions are exploited:

- *Time*, regarding the dynamic character and reproduction of poverty, is about the time the beneficiary lives on or below the limit of poverty.
- *Height*, regarding for example the amount of social payment that is necessary to diminish poverty, is about the height of an income being the WWB-level augmented with a certain percentage. For example, in Enschede, to get financial support, the WWB-level was 100% and in other municipalities 110% or 120% WWB.
- *Depth*, for example the depth of the gap with other society members is about, for example, the perception of the beneficiary, because the result of different poverty studies show that the perception of poverty is not only influenced by income, but also by the way a citizen sees him or herself, but also, for example, by possible extra income.

In Enschede poverty is regarded as a complex problem which corresponds with aspects like: low income or insufficiently participating in society. To fight poverty, for example, there are sober income support measures for households with an income until 100% of the WWB-level (Dekker, Huygen and

Van der Klein, 2010). The dimensions could be measured regarding the before mentioned aspects, however, in this research it is about the position of the beneficiary on the participation ladder, therefore, it should be measured, for example, whether the situation of poverty of the beneficiary changes (which is the goal) which could lead to climbing the participation ladder.

Goal 4: enlarging knowledge and improving competences

Regarding existing policy:

Because the existing indicators only focus on early school drop outs until the age of 23 and (temporarily) appointing beneficiaries at large projects, and enlarging knowledge and improving competences should count for all beneficiaries and citizens, the policy of table 2 is studied again. It is accepted that all strategic tasks and policy initiatives of the Labour Square are focused on enlarging knowledge and improving competences. Firstly, it is important to know what the knowledge and competences of beneficiaries are.

Regarding the dimensions of the goal:

To climb the participation ladder it is necessary for *all* citizens to enlarge knowledge and improve competences, and therefore, the degree of knowledge and competences should be measured. Knowledge is about education or learning, and regarding the theory of Marzano, these aspects have several dimensions, like (Maréchal, 2012; APS, 2008; Onderwijs Maak Je Samen, 2010):

1. Attitude and ideas (for example, trust, security and feeling accepted)
2. Acquiring knowledge (for example, knowing the rules and activities)
3. Expanding and refining of knowledge and competences (like, comparing, analysing, constructing)
4. Useful use of knowledge (for example, using the knowledge for research, design and problem solving)
5. Study and habitudes of thinking (thinking in a critical, self-regulating and creative way).

Regarding dimension 1, it is about the own knowledge and competences, about the will and the capacity of citizens or beneficiaries to enlarge their knowledge and improve their competences.

Regarding dimension 2, it is about the possibility to reach the goal and to be able to participate to finally enlarge knowledge and improve competences.

Regarding dimension 3, the theory of Marzano discusses eight competences and together with acquiring knowledge, knowledge can be refined and enlarged (Maréchal, 2012; APS, 2008).

Regarding dimension 4, the moment the knowledge is enlarged and competences are improved, the knowledge will lead to the ability to climb the participation ladder.

Regarding dimension 5, the goal can be reached if the citizen has the proper tools for studying and the necessary habitudes of thinking, and if the citizen is able to use these tools in a critical and creative way.

Goal 5: raising self-responsibility and self-reliance

Regarding existing policy:

New indicators are studied because the existing indicators only focus on people with support from AWBZ and WMO and on people using the municipal communication channels, and because the goal counts for *all* beneficiaries or citizens. The conclusion is that, also for this goal, most policy and initiatives of the Labour Square are focused on making people self-responsible and self-reliant. Firstly, for example, it is important to know what the degree of self-responsibility and self-reliance is.

Regarding the dimensions of the goal:

It is accepted that to climb the participation ladder all citizens, but especially beneficiaries, need to raise self-responsibility and self-reliance, and therefore, the state of these two aspects should be measured (regularly). For both terms, and to find dimensions, the term “empowerment” is used. The definition (Berger, De Gruijter & Van der Lem, 2010) of empowerment is: *“the process of self-strengthening (individually and collectively) to reverse unwanted subordination regarding rights, duties and opportunities and to create possibilities to develop and demonstrate competences and for living a useful life”*.

Empowerment has three dynamic dimensions dependent of context: 1. Psychological, personal and individual empowerment; 2. Empowerment at the level of society; 3. Organisation empowerment (Peters, Jacobs & Molleman, 2007). In this research, the first dimension is, for example, about indicators regarding personal desires and interest of the beneficiary and the drive to improve self-responsibility and self-reliance. The second dimension is, for example, about the possibilities the society (the municipality or education) offers in order to make it possible to raise self-reliance and self-responsibility. The third dimension could be interpreted in this research as the empowerment of the municipality in order to change or improve (continuously) the LMPP. Follow-up research could establish indicators for all the dimensions.

Goal 6: creating sustainable, liveable and secure neighbourhoods***Regarding existing policy:***

Goal 6 is about three important terms and much more indicators could be established than already presented. The presented indicators are about public space and public green and it is possible to think of indicators about, for example, the position of the neighbourhood and indicators for creating a sustainable environment in the sense of green energy (interest for participation to green energy initiatives), and (regarding the aspect security) the degree of vandalism.

Regarding the dimensions of the goal:

The goal has three terms and for each terms some dimensions can be found. For example, “sustainable” in the sense of a sustainable development, with ecological, technological, social, cultural and economic dimensions (Cörvers, n.d.). The first dimension is already found in the existing indicators regarding existing policy, like the indicators about public green. Indicators about the economic dimension can be found at goal 7.

Liveability has four dimensions: physical, social, housing and security. “Security”, for example, has another three dimensions: perception of nuisance, property crime and threat (Sommer, 2010). For all these dimensions follow-up research could establish eventually separate indicators.

Goal 7: strengthening the economic structure***Regarding existing policy:***

Because the existing indicators only focus on one single sector of the economic structure and on the appreciation of the business climate by entrepreneurs, the policy described in table 2 is studied again to find new indicators. Strengthening the economic structure is about many sectors. Furthermore, the judgement of consumers is important in judging the business climate and their future expectations are also valuable.

Regarding the dimensions of the goal:

The degree of strengthening the economic structure can be measured in different ways, like presented above regarding existing policy. Dimensions regarding the economic structure are, for example, interests of businesses or consumers, the different knowledge sectors and education, but also the economic structure of the neighbourhoods or the centre or the heart of the city and also the structure as a part of Twente or the Euregio (Twente and a part of Germany). The team of stakeholders could decide to establish indicators for all the dimensions.

Goal 8: limiting the inflow into social security

Regarding existing policy and the goal:

In principle, the existing indicator, after changing the text, is accepted; however, Enschede has made appointments with housing corporations to use renting their houses to regulate the flow of new beneficiaries from outside the municipality. Therefore, new criteria are required concerning participation in case of social payment. It would do justice to the corporations to measure whether the new citizens' motivation regarding participation will influence the goal (in the future).

... if LMPP succeeds it would mean that Enschede has shifted from a top down to a bottom up policy making approach; it started with a proposition from professionals and a decision from representatives, next, it continued by involving social and private partners and finally, it moved towards all citizens participating together with solving problems of WWNV and WMO. So, let's give it a fair chance (Timmer, 2011).