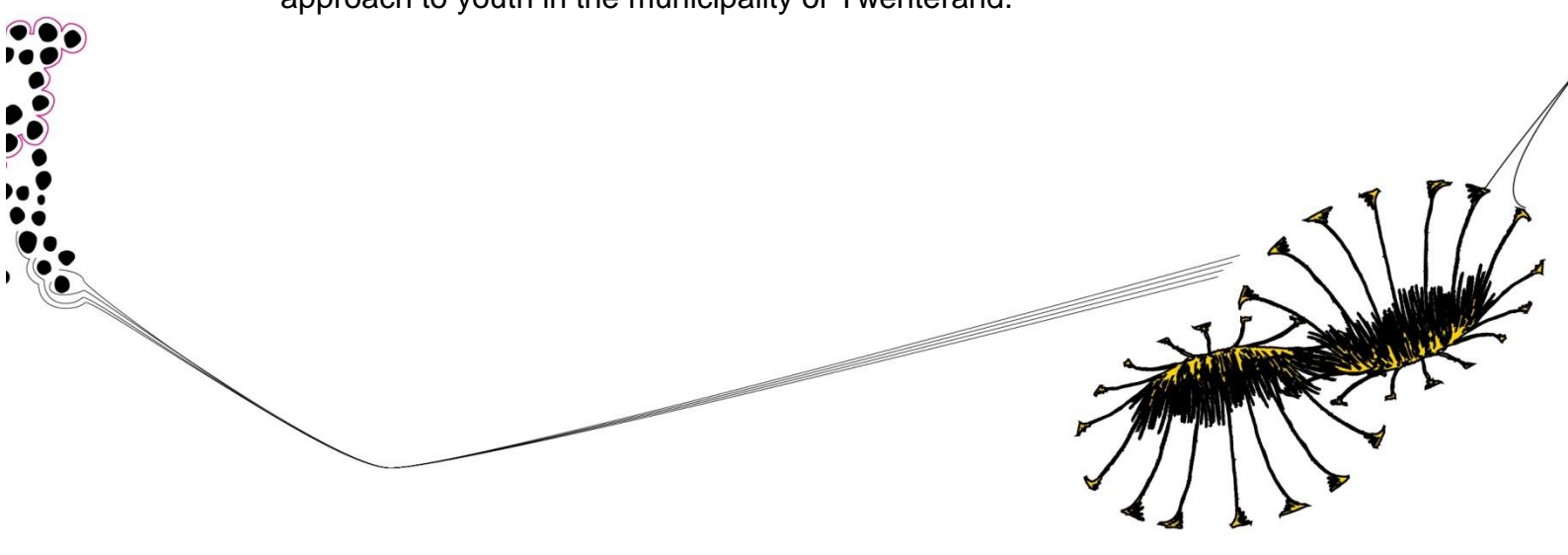




## CO24DAK: A PILOT IN THE MUNICIPALITY OF TWENTERAND

A research on the effectiveness of “CO24dak” as part of the integral approach to youth in the municipality of Twenterand.



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**Master thesis**

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## Preface

This is the report which I started working on almost one year ago, in 2013. With this master thesis I end my master Public Administration, specialization Public Safety. I really enjoyed the master, especially the Public Safety part. This is why I began looking for a graduation subject in this area. This began with a trip to the police in Enschede. Guus Meershoek invited us in the course 'public and private policing' to participate in a brainstorm session on the riots in Haren. After having had an enjoyable and informative evening I realized that I could get more out of this - let's see who I can meet. Once I was talking to Wilma van Raalte it became clear that she could arrange a graduation topic that I liked. And so it began. My thesis is written for the Safety Region Twente and is not about Project X Haren, but on the presence of a youth group in Twenterand. A subject that has fascinated me a lot.

I would like to thank the respondents of this study for their input and hospitality. It was a nice experience to do the interviews on location. By doing this, I became familiar with the various participating organizations. I also want to thank my supervisors A.J.J. Meershoek, A. Need and J. S. Svensson for their help, constructive criticism and time. I would also like to thank my supervisor of the Safety Region Twente, Wilma Meere, for the time, the feedback and the 'practical lessons' that you have given me (perhaps at times even unintentionally). Finally, I would like to thank my boyfriend Maarten for his patience, confidence and relativistic jokes.

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## Summary

The focus of this thesis is on the assessment of the effectiveness of a new instrument developed by the Safety Region Twente: CO24dak. This abbreviation stands for: Cooperative, 24/7, Sharing of Current Knowledge. CO24dak is tested as a pilot in the municipality of Twenterand to help tackle youth groups. The main question of this study therefore is:

*“Is “CO24dak” as part of the integral approach toward youth in the municipality of Twenterand an effective tool for dealing with youth groups and how can this effectiveness be explained?”*

CO24dak is a tool that has been added to the existing integral approach of the municipality of Twenterand with the aim to increase the action perspective of network partners by sharing actual and factual information. In addition to the direct assessment of the pilot CO24dak, there has been a search for factors that have an impact on the effectiveness of the integral approach in a general sense. CO24dak is indeed an addition to the existing integral approach and when essential issues are missing or go wrong in the existing integral approach, this will affect the performance of CO24dak and ultimately influence the evaluation of the effectiveness of this pilot.

The literature study has revealed that the following factors affect policy performance in general: Characteristics of policy and policy theory, organizational characteristics, environmental influences and characteristics of participants (Coolsma, 2008). To find out how these factors influence the effectiveness of the integral approach towards youth groups in the municipality of Twenterand, these elements are applied to the situation during the pilot CO24dak. The characteristic policy and policy theory is supplemented by (among others) including preconditions for a successful integral approach (Ministry of the Interior and Kingdom Relations, 1999), and the factor 'organizational characteristics' was developed with the street-level bureaucracy theory of Lipsky (1982) and human service organizations theory of Hasenfeld (2007).

The effectiveness of CO24dak and the presence of elements that affect policy performance have been investigated by using a literature study, semi-structured interviews and a standard questionnaire with a 10-point scale. By using semi-structured interviews the view of participants on the effectiveness of the pilot became visible and information about the characteristics of policy and policy theory and characteristics of actors is obtained. The standard questionnaire with 10-point scale is an addition to the semi-structured interviews and shows differences in the assessment of the situation before the introduction of CO24dak and during the pilot CO24dak.

The main conclusion of this study is that CO24dak has not provided a significant improvement or deterioration as compared to the situation before the pilot. The pilot appears to have had almost no influence on the overall approach to youth in the municipality Twenterand. This can be explained by a number of things. It appears that the participants have hardly worked with the pilot because they did not exactly know what was expected of them, but also because the participants did not want to work with the pilot. The participants did not know exactly what was expected of them and they experienced difficulties with the policy because of the privacy of the client. This can be explained by the theory of Lipsky (1980) in which he argues that street-level bureaucrats often drift away from the original policy because they have great freedom to act, because of the 'discretionary space' that they face in practice. Lipsky (1980) argues that this discretionary space is influenced (among other factors) by the variety of objectives pursued and prevailing divergent expectations among participants. This also appears to be the case with CO24dak. Then there is the lack of willingness to



work with CO24dak which influenced the effectiveness of the pilot. That participants show little to no willingness to work with CO24dak can be explained by the 'logic of collective action theory' of Olson (1982). This theory states that an individual will only actively participate in a group when the individual will get a personal benefit out of it. The study shows that participants actually prefer personal contact over the collective sharing of information because of self-interest. This way of working appears to be an issue when using CO24dak. The network partners all want to make use of available information, but some do not want to contribute. This affects the performance of CO24dak and integral approach in general.

# 1. Introduction

## 1.1 Research motivation

*"Unacceptable behavior of youth at risk must be addressed in a hard way, as these people undermine the sense of security in neighborhoods and districts. In addition, to prevent young people from developing a criminal career or- by being part of these groups - taking the next step in an already existing criminal career. The professionals who deal with these groups on a daily basis, should be allowed to operate decisively " Opstelten, 2011, p. 1).*

This quote comes from a letter signed by the Minister of Security and Justice, Ivo Opstelten, and is send to the House of Representatives. The subject of this letter is 'Action program for criminal youth groups'. The quote and the subject clearly indicate that we are dealing with a problem that needs to be addressed immediately. This will be beneficial for improving the public order, but also improving the future of the youth at risk involved.

In the letter from Ivo Opstelten, two goals related to youth groups are mentioned. The first goal is formulated as followed: *'Within two years, all criminal youth groups must be dealt with'*. The second goal is formulated as followed: *'Municipalities are expected to take on a director's role in order to intensify the approach on troublesome and annoying youth groups and create enough capacity to do so.'* (Opstelten, 2011, pp. 2-3). Three different kinds of youth groups can be distinguished: annoying, troublesome and criminal groups. The differences between these groups will be explained in detail in chapter 2. At this point, knowing that the presence of each of these groups is perceived as unwanted will suffice.

Since the attention on the problems around youth groups in 2011 intensified, we can now, almost two years later, reflect on the goals that were set at that time. According to the most recent numbers (fall 2012) there has been in fact a decrease in the number of youth groups. See table 1.

**TABLE 1**

*Youth groups 2010 (Opstelten, 2011, p.2) and 2012 (Van Ham & Ferwerda, 2013, p. 3).*

	Fall 2010	Fall 2012	Difference	Decrease %
Annoying	1.154	731	-423	36,7 %
Troublesome	284	186	-98	34,5 %
Criminal	89	59	-30	33,7 %
<b>Total</b>	1.527 groups	976 groups	-551 groups	36,1 %

Table 1 shows that the first goal from 2011 was not realized. Despite the strong decrease of the number of criminal youth groups (33.7%) there are still 59 active criminal youth groups. Whether or not these 59 groups existed in 2010 or that these groups are new is uncertain. The formation, nature and size of the youth groups are very dynamic. Because of that, the numbers in the table only represent the current situation at that time (Van Ham & Ferwerda, 2013, p. 7). Even though the table is only an approximation of reality, it does make clear that the goal of Minister Opstelten to make all youth groups go away within the next two years, was not completed. The results are not yet satisfying and that means that once again an effective policy must be developed. In the study *'Priorities in safety 2013'* by BMC Research (2013) for the United Dutch Municipalities (VNG), it becomes clear that municipalities are already working on that development. In this study the ten most important safety issues in municipalities are shown. The safety topic *nuisance youth/youth groups* was prioritized at the highest level during 2009-2011 and in 2013-2015 this topic is in place 2 (Van Gaalen & Atalay, 2013, p. 7). The topic *youth/youth groups* will play an active role in the local municipal policy regarding safety.

The fact that municipalities work on local safety issues is a relatively new development in The Netherlands. The local safety policy has gained terrain since the nineties (Cachet & Prins, 2010, p. 62). The base for an *integral* safety policy, where the emphasis lies on the shared effort - by government organizations, social institutions and civilians - was implemented by the Commission Small Criminality also known as the Commission-Roethof (Cachet & Prins, 2010, p. 62). At the time new view on policy has grown out to be the 'integral safety policy' that is still of importance today. In his letter on criminal youth, Minister Opstelten (2011, p. 2) has pointed out the importance of the mutual exchange of knowledge. He states that this exchange of knowledge is an added value in the struggle to remove any bottlenecks in the execution of the safety policy (Opstelten, 2011, p. 2).

The Safety region Twente is aiming to improve this exchange of knowledge between involved parties in the local safety policy regarding youth groups, by making use of the instrument 'CO24dak'. CO24dak is an abbreviation of Cooperative, 24 hours a day, sharing actual knowledge. It is an instrument that is developed by the Safety region Twente in order to create a functional and figurative roof over the existing approach towards safety. In this research the effectiveness of the instrument during the pilot in the municipality of Twenterand will be investigated. In order to structure this research, a research question and sub-questions will be used. These questions are described in paragraph 1.2. For now, a short description of the instrument will suffice. In chapter 2 there will be detailed information on the precise goals and working approach of CO24dak.

## 1.2 Research questions

The effectiveness of the project CO24dak will be examined by making use of the following research question:

*"Is "CO24dak" as part of the integral approach toward youth in the municipality of Twenterand an effective tool for dealing with youth groups and how can this effectiveness be explained?"*

In order to answer the research question properly, a number of sub-questions are developed. These sub-questions create a step-by-step approach to answering the research question. First, the situation

before the implementation of CO24dak will be examined and it will be made clear in what way CO24dak attempts to improve the current integral approach. The first sub-question therefore is:

1. In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?

Next, the characteristics that according to literature contribute to the effectiveness of an integral approach are examined. It is important for this research to know whether the municipality of Twenterand met preconditions that apply to an integral approach. If not, this will affect the development and evaluation of the pilot CO24dak. It is therefore important to find out whether the starting position for CO24dak in the municipality of Twenterand is good. The second sub-question therefore is:

2. *What characteristics that contribute to the effectiveness of an integral approach can be found in literature?*

After it has been made clear which characteristics according to literature contribute to the effectiveness of an integral approach, the characteristics that contribute to not reaching the goal of an integral approach are examined. This contributes to the recognizing of – and coping with – possible mistakes and to cope with them. The third sub-question therefore is:

3. *According to literature, why are preferred results of an integral approach sometimes not achieved?*

The fourth sub-question aims at the evaluation of CO24dak. This is where the effectiveness of the project is evaluated and it will be made clear if the project did in fact realize the mentioned goals.

4. *To what extent was the pilot CO24dak effective in dealing with youth groups in the municipality of Twenterand?*

Results are consequences of events. It is important that the right events - causes - are connected to the results that are found. Only then there is relevant information for for instance the development of new policy. Because of this reason, the last sub-question will focus on explaining the found degree of effectiveness.

5. *How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?*

## 2. Introduction of the pilot CO24dak

In this chapter, the main concepts of this study are explained. In addition, an overview of the municipality of Twenterand and youth problems it has to deal with will be made. Finally, there will be a description of the procedure that Twenterand used before CO24dak and a description of the procedure during CO24dak. The goals, methods and participants play a central role here. This chapter answers the first sub question of this research 'In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?'.

### 2.1 Conceptualization of concepts

#### 2.1.1 The Shortlist of Beke: Annoying, troublesome and criminal youth groups

When it comes to youth groups, a distinction can be made between three different types of youth groups: annoying, troublesome and criminal groups. To know which type of youth the police have to deal with, the *Shortlist method of Beke* (Ferwerda & Kloosterman, 2004, p 9.) can be used. Appendix 1 provides a complete representation of this shortlist. The shortlist is a tool by which the police can look at the nature and size of problematic youth groups in neighborhoods. In the short list, questions about the following topics are asked (Ferwerda & Kloosterman, 2004, p 9.):

- The social background of the youngsters. This includes social activities, group characteristics and risky habits.
- The commission of any crime by the youngsters.
- The possible commission of serious crime by the youngsters.

After discussing the three subjects above, each subject will eventually get a score. When these scores are combined, they indicate what type of youth group the subject is. It should be noted that the information position of the agent that fills out the shortlist is subjective and that the scores of the three subjects 'social background', 'the possible commission of light crime' and 'possibly committing serious crime' can change over a short period of time. The group might fall apart, members can suddenly become addicted to hard drugs, or there are sudden withdrawals from the group. The outcome of the shortlist is therefore a subjective snapshot and therefore not very reliable. Yet the shortlist method is executed only once per year per municipality, and the current state of the groups is evaluated only once a year as well. The results of these measurements serve as a foundation for a common approach to youth groups. This means that as time goes on, young people possibly change personally, the group formation may change and thus possibly change the categorization of the type of youth (annoying, troublesome or criminal), which in turn requires a different course of action. This is an important fact that should not be underestimated. Since the composition and behavior of the youth can change, it is important that all relevant organizations, including the police, the municipality, the public prosecutor and youth work work closely together in a so-called chain cooperation. Only when organizations work together and coordinate their approach, something can be done about the youth groups (Ferwerda, 2009, p. 10).

After completing and analyzing the Shortlist method of Beke (Appendix 1), the youth group is assigned to a category. The youth groups are characterized as a *annoying*, *troublesome* or *criminal*. The least severe type of is an *annoying* youth group. The members of this group are often 'authority sensitive' enough and can still be held accountable for their behavior (Ferwerda, 2009, p. 6). The

group will occasionally cause conflict, but when this happens it often passes quickly. This type of young people are not involved in organized criminal activity. When a conflict occurs, this is usually not planned, but arise by chance (Ferwerda, 2009, p. 6). The group sporadically commits acts of minor vandalism and a limited number of young people from the group occasional commit acts of (mild) violence and (to a lesser extent) property crimes (Ferwerda, 2009, p. 6).

When it goes beyond the undesirable behaviors listed in the annoying youth group, people talk about *troublesome* youth group or *criminal* youth groups -depending on the behavior-. A troublesome youth is more visible than a annoying youth group because this group tends to provoke, harass bystanders (cussing or intimidate), to destroy things and to use force. The group (often and deliberately) commits acts of mild forms of crime and tries to ensure that they do not get caught (more than annoying youth groups). Also, the members of a troublesome youth group are harder to correct than the members of an annoying youth group and are less bothered with authority (Ferwerda, 2009, p. 6).

The last type is the *criminal* youth group. These youth groups commit the same acts as annoying and troublesome youth groups, but the acts are more serious. A criminal youth group consists of (at least some) young criminals who have often come into contact with the police. A typical characteristic for a criminal youth group is that their criminal acts are carried out in order to get money and not (as opposed to annoying and troublesome youth groups) for prestige or for the thrill (Ferwerda, 2009, p. 6). The youth group described in Section 2.2.2 where this research focuses on, is the Orange Square Group, and that is an example of a criminal youth group. To make sure this group does not spin out of control any further, the municipality of Twenterand uses a so-called integral approach. In the next subsection, this kind of approach will be explained.

### 2.1.2 Integral youth approach

An integral approach can cover different topics. In this study, the theme youth groups is made central and so we focus on the *integral approach of youth groups* by municipalities. There is no clear meaning of an *integral* policy. Pieter Tops, Professor of Public Administration at the University of Tilburg, on this notion: '*No word is used in public administration so frequently as the word integral. Apparently it is a concept that represents a significant meaning. In practice, integrality is usually degenerated into a bureaucratic management tool*' (Tops, 2001, p. 13). He then gives a description of the concept: '*Integrality seems a promising answer to the bureaucratic pathology of compartmentalization, the inconsistent work of different parts of the organization, making competition, fragmentation and lack of coordination arise. Waste, irritation and poorly maintained external relationship patterns are the result. Integrality is the magic word that must be the remedy to this deficiency*' (Tops, 2001, pp. 13-15). De Kleijn (2001, pp. 16-17) states that integrality prevents tunnel vision or compartmentalization from occurring in policies and also combats 'vakidiotisme'. Because there are several parties involved in the policy people exchange ideas and get to see the views of other parties. This will counteract tunnel vision.

An *integral approach* to youth groups is an approach where multiple organizations are involved, each in their own way, to deal with the theme of youth. Which organizations are involved may differ among municipalities. Some organizations are: Police, Youth Care, Tactus, Social Work, Straathoekwerk and the municipality. Due to the number of organizations, the different approaches

they use and the mutual involvement, a complementary effect occurs in the ideal situation. In this way, it is possible to achieve more than the *sum of the parts* and proceed more *effectively*.

### 2.1.3 Effectiveness

A measure is *effective* when it has led to the realization of the intended results (Bekkers, 2007, p. 58). Organization Sociologist Lammers (1993, p. 60), uses the word '*doeltreffendheid*' as a synonym of effectiveness. This means that a policy or policy agent is effective when the objectives are achieved (Lammers, 1993, p. 60).

To assess whether a measure is effective or not, it is imperative that the results are compiled prior to a measurement. Management consultant Bekkers (2007, p. 58) states that these results should be formulated in a SMART way. This means that the goals should be formulated as Specific, Measurable, Achievable, Realistic and Timely as possible (Bekkers, 2007, p. 58). The municipality of Twenterand has prepared a number of SMART formulated objectives regarding the presence of youth groups. These objectives are shown in Table 2. CO24dak is a tool that can be used for the purpose of sharing information between the organizations involved in that context. The SMART formulated objectives of CO24dak are shown in Table 3. In the next section, the objectives of the municipality of Twenterand related to youth groups and objectives CO24dak will be discussed.

It should be taken into account that there is a possibility that there is goal achievement, but that the used policy did not affect the achievement of those goals. This means that there is another reason for the success. It is therefore important to determine whether there is a connection between the application of the policy instrument and the achievement of the desired results of the performers and the audience or not (Bressers & Bell, 1995, p. 146). For this study, this means that the relationship between the use of CO24dak and the obtained results should be examined, and possible alternative explanations should be noted and excluded.

## 2.2 Situational analysis

### 2.2.1 Municipality of Twenterand

The municipality of Twenterand is located at the North-west edge of Twente and has a population of 33.941 people (Municipality of Twenterand, 2013). The municipality consists of the following hamlets: Bruinehaar, Den Ham, Geerdijk, De Pollen, Vriezenveen, Vroomshoop, Weitemanslanden, Westerhaar-Vriezenveensewijk and Westerhoeven. The latest numbers indicate that in 2011 there were six annoying, one troublesome and one criminal youth group active in the municipality of Twenterand (Municipality of Twenterand, 2011, p. 18). The criminal youth group is the 'Oranjeplein group' from the town of Vroomshoop. This youth group is not only the most problematic of the municipality, but of the entire region of Twente (Glas & Gosewisch, 2011, p. 10).

The municipality of Twenterand is the first municipality to implement CO24dak (*cooperation, 24/7, sharing of current knowledge*). This happened in the form of a pilot. This pilot started in the fall of 2012 and went on until June 2013. During this pilot, CO24dak has been a supplement to the existing integral approach by the municipality of Twenterand. Twenterand has chosen to aim the pilot only on the approach of the criminal youth group 'The Oranjeplein group' from Vroomshoop. By doing so, Twenterand is keeping the pilot small and controllable.

### 2.2.2 The Oranjeplein group

The 'Oranjeplein group' got that name because the group is often on the Oranjeplein in Vroomshoop. The group is assessed by the shortlist method of Beke (Glas & Gosewisch, 2011. pp. 22-23) as a criminal youth group. This is because of the abundant alcohol- and drug use, truancy and drug trade within the group. The following quote is taken from the shortlist on the Oranjeplein group and gives a clear impression:

*"The Oranjeplein group is located at the Oranjeplein in Vroomshoop. The group consists of more than 20 (mostly) Dutch boys. The age difference is over six years and goes from 14 until 21 years. The majority of the group goes to school and the others have a job. A large part of the group often cuts classes. The juveniles all drink alcohol on a regular basis and all members use soft drugs. Only a few use XTC or other hard drugs. A large part of the group has been in trouble with the police"* (Glas & Gosewisch, 2011, p. 22).

This group has an alluring effect on other juveniles and because of that the group is growing in size. The juveniles that are part of the group come from different towns (Glass & Gosewisch, 2011, p. 23).

## 2.3 The integral approach before implementation of CO24dak

Because the number of youth groups in the municipality of Twenterand is large in comparison to other Twentse municipalities, the triangular partners (municipality, Public Prosecutor and police) prioritize the group highly (Municipality of Twenterand, 2011, p. 19). A comprehensive explanation for the large amount of youth groups is not available, but a part of their existence can be explained by the fact that a lot of juveniles in Twenterand deal with problems in different aspects of their lives. Examples are instable situations at home, problems with finance, housing, work and education (Municipality of Twenterand, 2011, p. 20). In this section there will be a description of the way that the municipality of Twenterand coped with the presence of youth groups before the implementation of CO24dak. During this period there was no distinction between the approaches of the different youth groups. This paragraph will therefore focus on the general method in relation to youth groups. The method and the participants at the time will be addressed in the coming paragraphs.

### 2.2.1 General goals Municipality Twenterand

The integral approach before introducing CO24dak is based on a number of objectives. In the 'Kadernota Integraal Veiligheidsbeleid 2012-2016' prepared by the municipality of Twenterand the following objectives regarding youth problems were formulated:

*"Assuming that young people are an integral part of society and youth nuisance can never vanish in an open society, the municipality of Twenterand aims to reduce the nuisance of young people within the boundaries of reason. Excesses will not, however, be tolerated."*

*"Disturbances of public order by young people are adequately addressed in order to prevent recurrence. When the approach is not only giving attention to symptoms, but if necessary also on underlying problems of young people and their environment. "*

*(Municipality of Twenterand, 2011, pp. 44-46)*



To ensure that people act on the set goals as good as possible, the municipality of Twenterand changed the objectives into a number of SMART (specific, measurable, achievable, realistic, time-bound) objectives. This SMART goals are made in response to the report 'Problematische Jeugdgroepen in Twente' from the Politie Twente (2011).

**TABLE 2**

*SMART-formulated goals with regard to Problematic Youth groups in Twente (Gemeente Twenterand, 2011, pp. 44-46).*

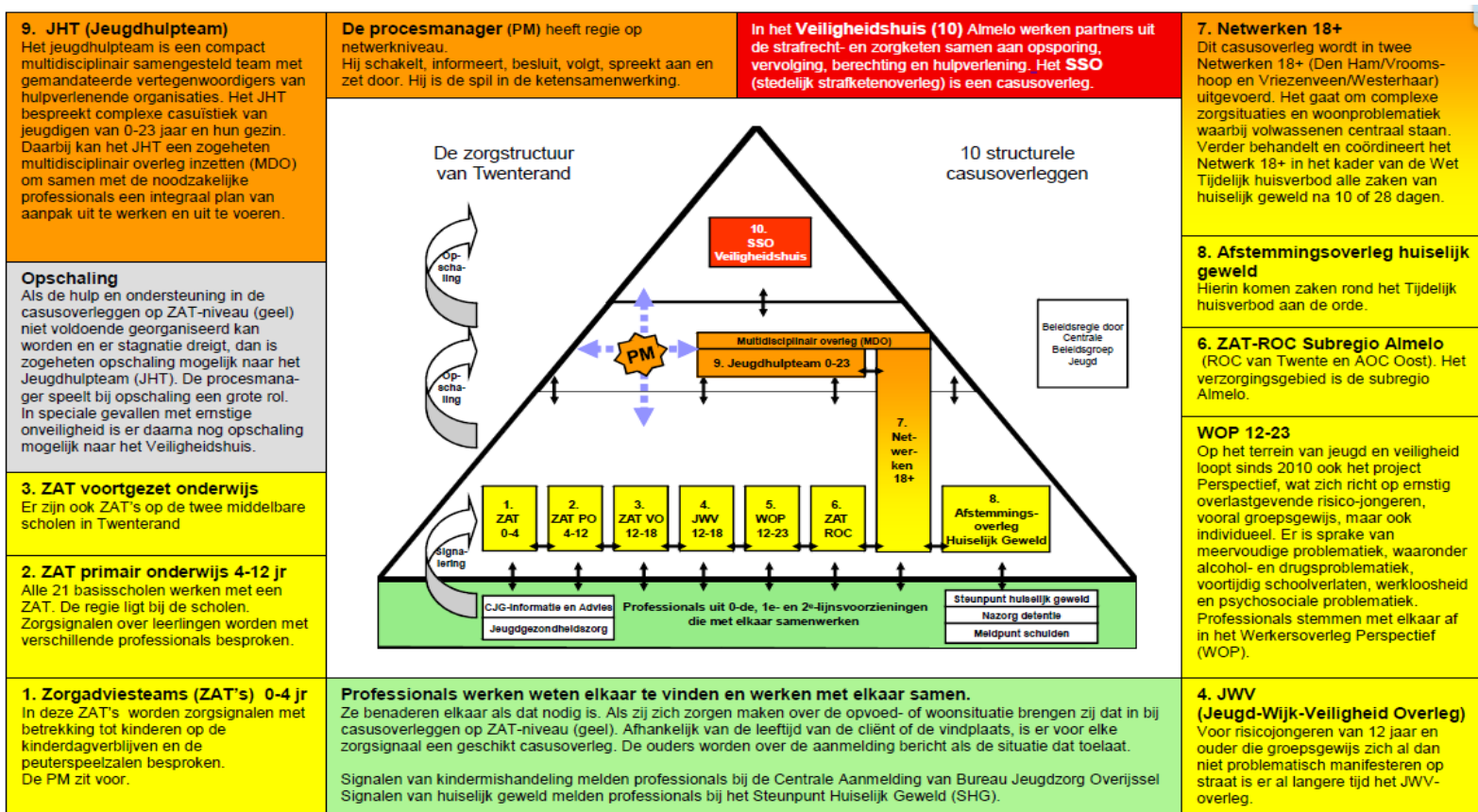
Indicator	Zero measurement 2011	Target value 2014
Number of problematic youth groups	8	5
Number of criminal youth groups	1	0

### 2.3.2 The method

In this paragraph a detailed explanation of the integral approach before CO24dak will be given. During that time there were no special programs for the different active youth groups. During the pilot of CO24dak in relation to the Oranjeplein group there was a special program. Because of this reason, this paragraph will contain the general method or approach towards the youth groups before CO24dak. The approach was applied to all active youth groups at the time, including the Oranjeplein group.

The municipality of Twenterand has chosen for an integral approach towards youth groups. The municipality aims at *prevention, helping and repression* (Municipality of Twenterand, 2011, p. 23). By working in a *preventive* manner, the municipality is trying to avoid youth problems. An example of preventive working is opening youth centers. These youth centers offer a place for young people to come together. By creating this place, the municipality is trying to keep the juveniles of the street so that the chance of for instance noise disturbance and vandalism is reduced. The element of *helping* is less general. Social workers give help to those in need. They work from the governments and in contrast to other parties they do come 'behind the front door'. This is also called 'outreaching'. The subjects that are dealt with behind these front doors are divers. They could be financial problems, family problems, health problems etc. One or several conversations with a social worker can help the parties involved and the social worker can choose to forward the information from these meetings to third parties in order for these parties to react adequately. An example: A social worker knows that a juvenile is fighting with his new stepdad on a daily basis and does not want to be at home. When the social worker shares this information to other parties, they can react. A street coach for instance can understand why this juvenile is seen more often at a youth group, or other noticeable behavior, like aggressive behavior, can be explained. Lastly the *repression* is part of the integral approach. This term refers to the intervention of other parties during incidents. This could be the intervention of the police during an act of vandalism or during a drug deal. By aiming the integral approach at prevention, as well on helping and repression, the municipality is creating the widest range possible. A person who is part of a youth group is monitored and because of that different parties are aware of their developments. The parties involved can then react to that information and use it in their advantage.

An integral approach demands good cooperation and intercommunication. Because of this, every month a Youth- Neighborhood and safety meeting (JWV-meeting) takes place, directed by the municipality of Twenterand. This meeting aims at social safety issues. Managers of *emergency services* are present, but there are also organizations the work in a *preventive* and *repressive* way (Municipality of Twenterand, 2011, pp. 13-14). In this monthly meeting, both individual cases as well as problematic youth groups are discussed (Municipality of Twenterand, 2011, p. 23). Next to this meeting, there are other discussions, but the major similarities between the participants of the CO24dak pilot and participants of the JWV-meeting ensure that only the JWV-meeting is discussed here. Figure 1 shows which position the JWV-meeting has in the body of structural case meetings within the care-structure of the municipality of Twenterand. In figure 2, participants of the integral approach are showed. In the next paragraph this is discussed in detail.



### Afkortingen

AMW	= Algemeen maatschappelijk werk	OM	= Openbaar Ministerie
AOC	= Agrarisch Opleidingscentrum (VMBO en MBO)	PM	= Procesmanager
BJZO	= Bureau Jeugdzorg Overijssel	ROC	= Regionaal Opleidingscentrum
JGZ	= Jeugdgezondheidszorg	SSO	= Stedelijk strafketenoverleg
JHT	= Jeugdhulpteam	VIS2	= Vangnet en Informatie SamenwerkingsSysteem
JWV	= Jeugdwijkveiligheidsoverleg	VO	= Voortgezet onderwijs
GGZ	= Geestelijke Gezondheidszorg	WOP	= Werkersoverleg Perspectief
		ZAT	= Zorgadviesteam (in het onderwijs en de kinderopvang)

### 2.3.3 Participants

An integral approach is only useful when the different participants work together. In the integral approach in relation to youth groups in the municipality of Twenterand, the following organizations

are represented: the municipality ('gemeente'), police ('politie'), social work ('maatschappelijk werk'), Tactus, youth work ('jongerenwerk'), street educators ('straathoekwerk') and youth care ('Bureau Jeugdzorg') (Gemeente Twenterand, 2011, p. 14). These organizations are all participants of the J WV-meeting. The participants and participants of the other case meetings are shown in Figure 2. The J WV-meeting takes place once every month.

During this meeting the managers of different organizations come together and discuss issues regarding social safety. This can be about individual cases or about the approach towards problematic youth groups. It is up to the participating managers to pass the information from the meeting on to people from their own organization. This means that the practitioners from an organization like Tactus should be informed by their managers. How this transfer of information should be structured is not specified so organizations can do this in their own way. This means that the practitioners depend on the managers for receiving the relevant and current information. In the new situation during CO24dak, the sharing of information will be changed. This change and the other changes caused by the implementing of CO24dak are discussed in section 2.4.

Casusoverlegvorm	Voorzitter	Frequentie	AMW	Jongerenwerk	Straathoekwerk	Lifecoaching	Jeugdgezondheidszorg	BJZO	Peuterspeelzaalwerk	Kinderopvang	Basisschool	Middelbare school	ROC/lb-er	Leerplicht	MEE	OM, Raad voor de KB	Politie	GGZ	Reclassering	Verslavingszorg	Woningcorporatie \RIBW	HALT	Gemeente Sociale Zaken	Gemeente Veiligheid	Procesmanager
1. ZAT 0-4 jaar	Procesmanager	5x per jaar					x		x	x															x
2. ZAT 4-12 jaar	Basisschool	5x per jaar	x				x				x			x	x										
3. ZAT 12-18 jaar	School voor VO	6x per jaar	x				x	x				x		x			x								
4. JeugdWijkVeiligheidsoverleg-JWV	Procesmanager	12x per jaar	x	x	x			x						x			x			x				x	x
5. Werkersoverleg Perspectief	Procesmanager	wekelijks	x	x		x																			x
6. ZAT ROC	ROC	7x per jaar	x				x	x					x	x			x								
7. Netwerk 18+	Procesmanager	12x per jaar	x					x									x	x		x	x		x		x
8. Afstemm.overleg Huiselijk Geweld	Procesmanager	onregelmatig <sup>24</sup>	x					x									x		x						x
9. Jeugdhulpteam 0-23 jaar	Procesmanager	24x per jaar	x				x	x						x			x	x		x					x
10. Stedelijk strafketenoverleg	Ketenmanager	12x per jaar	x					x									x	x	x	x					x

**FIGURE 2: PARTICIPANTS OF THE CONSULTATIONS (GEMEENTE TWENTERAND, 2011, p. 60)**

## 2.4 CO24dak: What does it mean and which changes does it make?

In this paragraph the focus will be on the targets and method of the instrument CO24dak. Also there will be focus on the participating parties. The name CO24dak is based on the Dutch abbreviations CO (cooperative), 24 (24/7) and dak which stands for sharing actual knowledge. It is a project that was initiated by the Safety region Twente and its goal is to create a functional and figurative roof over the existing approach of care and safety. As stated in chapter 1, this research aims on the information exchange between network partners and focuses on problems related to youth groups. An improved share of knowledge between network partners is necessary in order to reach the goal: A decrease in the number of youth groups. This research focuses on the influence that CO24dak has on the information exchange (and due to a limited time span will not focus on actual increases/decreases of the number of youth groups).

### 2.4.1 Goals CO24dak

The objectives that CO24dak wants to achieve arise from an expectation of the Safety Region Twente. Because it expects that an improvement of information between network partners indirectly leads to a decrease in the number of youth groups. CO24dak is a medium that wants to contribute to the decrease in the number of youth groups with innovative information management. As previously indicated, this study will not address the actual increase/decrease in the number of youth groups, but this study focuses on the impact and effectiveness of the instrument CO24dak. It assesses the extent to which the goals of CO24dak are achieved and how it will affect the effectiveness of the integral approach. To do so, first the objectives of CO24dak are discussed.

The Safety Region Twente (2013, p. 1) formulates the general goal of CO24dak:

*"CO24dak has been developed with the intent to increase the action perspective of the collaborating partners by sharing actual and factual information"*

When evaluating the goals, it is important to formulate the goals as SMART (*specific, measurable, acceptable, realistic, time-bound*) as possible. The SMART goals that are derived from the general goal are shown in Table 3 and answer the first sub-question of this research: *In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?*

**TABLE 3**

*SMART formulated goals of CO24dak.*

Indicator	Before CO24dak	Goals CO24dak
Quality of information	<ul style="list-style-type: none"><li>• Monthly information exchange by managers during J WV consultation, subject are based on own initiatives.</li><li>• Sharing information on someone's own initiative through their medium of choice in their own time, with a chosen (limited) number of people / organizations.</li></ul>	<ul style="list-style-type: none"><li>• The on-the-spot calling (and exchange) of factual, timely and detailed information on all participants.</li><li>• All network partners know about current information.</li></ul>
Quantity of informatie	<ul style="list-style-type: none"><li>• Sharing information at own discretion through their medium of choice after a shift.</li></ul>	<ul style="list-style-type: none"><li>• Giving valuable information to an operator through the general number 053-8508058 on the spot by using a standard questionnaire.</li></ul>
Effectiveness of intervenience	<ul style="list-style-type: none"><li>• Making contact with others</li></ul>	<ul style="list-style-type: none"><li>• An as actual alignment as</li></ul>

	at own discretion through own medium of choice about moments to intervene/moments that there has been an intervention.	possible between network partners on interventions. <ul style="list-style-type: none"> <li>• Useful moments to intervene must be used to the fullest (in collaboration with network partners) by every organization.</li> </ul>
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There is a clear difference between the SMART targets in Table 3 and in Table 2. The SMART targets in Table 2 consist of concrete numbers and are therefore easy to formulate. The goals of CO24dak cannot be expressed in exact numbers, which makes the evaluation of these goals more difficult. Measuring and evaluating the achievement of objectives of CO24dak is not just a comparison of numbers. For instance, there is no specific number of times that a call-in has to be made in order to be 'sufficient', because this depends on the situation and cannot be predicted. Only general policies can be discussed. These policies are shown in Table 3 and form the foundation of this research. How these goals are analyzed and evaluated is discussed in the methodological chapter 4.

#### 2.4.2 The method

CO24dak is used as a supplemental instrument to existing integral approaches. It aims at the improvement of the information process between network partners. CO24dak uses *frontline employees* and *a backoffice* to do so. The frontline employees come from different organizations that all encounter problems such as the presence of youth groups. They send the information that they receive through to the backoffice. The backoffice is a central station where all reports come in. During the pilot the backoffice will be set up in the municipality of Oldenzaal. The backoffice employee will ask questions by following a pre-written checklist (appendix 5). By doing so, information can be stored and recorded in a structured way. This checklist can be set up by the cooperating network partners before the start of the project. Because the network partners set up the checklist, they can make sure that valuable information from their own work fields comes up and is recorded immediately. A recording of a conversation is being processed in writing by using VIS2, a registration system which is accessible to all network partners. This way every involved party can look into the most recent information. This information can benefit every organization, whether this incorporates prevention workers, caretakers or organizations with a repressive duty. An example from practice is given for clarification:

*"A social worker reports to the central reporting station Oldenzaal that here client, a mother of a highly GHB addicted son that is part of a youth group, is going off on holidays to Turkey. She asks the social worker if it is possible that someone checks in on her son while she is away.*

*This report is quickly accessible for everyone in VIS2 and the youth worker and a prevention worker - both involved in the group approach - check in on the son. The house visit is very successful and the result is that the GHB addicted son has made an appointment for an intake at a center for addiction care".*

W. Meere, Projectleader CO24dak (personal communication, 31 May, 2013)

This example shows that several organizations can be involved with one family or situation. The decision of this boy to make an appointment for an intake can have consequences for the composition and characterization of the youth group he is a part of. A youth group always has one or more leaders and some followers. When the boy in the example is a leader, possible changes in the group will occur. Another boy can take over his leadership role, but the group may fall apart. To keep track of these developments, it is important that all parties involved keep sharing information. To ensure that the exchange of information takes place the right way, a covenant must be created where agreements on the change of information, privacy issues and cooperation between municipality and network partners. In the municipality of Twenterand this is regulated in the Privacy regulations Youth care municipality of Twenterand.

CO24dak is used by the municipality of Twenterand as a means of repressing youth groups, but is also possible to use it for other goals and in other networks like for instance the stimulation of self-reliance or 'code red cases', wherein the focus lies on recurrent offenders and serious forms of domestic violence (Safety region Twente, 2013, p. 1). This research will not go into alternative applications of CO24dak. The fact that CO24dak is an instrument which is used in several situations, and was used as a means to strengthen mutual knowledge positions between organizations working with youth groups (or individual juveniles) during the pilot in the municipality Twenterand will suffice. The concept in which CO24dak works is not new, similar methods have been used by a number of police forces under the name Front Office Back Office (FOBO) since 2009. What the exact relationship between FOBO and CO24dak is will be discussed in the next section.

### 2.4.3 CO24dak and FOBO

CO24dak was inspired by an already existing method: *Frontoffice Backoffice (FOBO)*. FOBO is a method that is used by the police to reduce the administrative tasks of police officers, giving them more time for their work on the streets. The officers on the street (front office) are supported by qualified administrative staff in the office (back office). The officers and administrative staff are at the beginning of their service linked together and maintain telephone contact with each other (Maas, Breet & Dingemanse, 2011, p. 21). Before the police officers arrive at a location they receive relevant information from the police systems of the back office. This can be information about the location of the message or information about the people involved. Then the back-office processes the new information that the agent provides on the spot by using a number of standard questions that provide structured and detailed information. By doing so, relevant information is created, such as a police report, a declaration or a mutation (Maas, Breet & Dingemanse, 2011, p. 21). Upon returning to the office, the officer then only has to check and possibly improve the document information and lastly sign it. In this way, the officer remains responsible for the content and quality of information products, but he spends considerably less time on administrative tasks (Maas, Breet & Dingemanse, 2001, p. 11). Time he can spend now on the street.

The integral approach which CO24dak is a part of, causes CO24dak to also be called multi-FOBO. *Multi* refers to the multiplicity of organizations involved in the cooperation related to youth groups. The instrument CO24dak is based on and inspired by the existing FOBO that is used by the police. CO24dak exists next to FOBO, which means that the police of Twenterand can work with both FOBO and with CO24dak, while other organizations only work with CO24dak. Which organizations that are, will be explained in the next subsection.



#### 2.4.4 Participants

Earlier in this chapter, the participants of the JVV-meeting (Youth neighborhood safety) were already mentioned. The participants of the pilot CO24dak are all consistent with the parties that are members of the JVV consultation. These are: the municipality, the police, social work, Tactus, Jongerenwerk and Straathoekwerk. Bureau Jeugdzorg is the only party that is in the JVV consultation, but is not a participating party in the pilot. This party has shown no willingness to work on the pilot.

Within each organization a manager and one or more practitioners participate in the pilot. In addition to the introduction of the pilot, the before mentioned JVV-meeting is also held. This means that managers can participate in the pilot, but still have a monthly meeting with the participants of the JVV-meeting.

#### 2.5 Section conclusion

This chapter answers the first sub question: *'In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?'* CO24dak complements existing policies and focuses on a better flow of information between the network partners. The participants of the pilot correspond with the participants of the existing Youth Neighborhood and Safety meeting, but the only difference is Bureau Jeugdzorg is the only party which does participate in the Youth Neighborhood and Safety meeting, but does not participate in the pilot. This answer is brought by describing the youth issues that the municipality of Twenterand faces with the criminal youth group called the Oranjepleingroep, the method the municipality of Twenterand used before introducing CO24dak and which parties participated. Also a description of the process and background of CO24dak and the participants of this pilot is given. In addition the main concepts (shortlist method of Beke, integral approach and effectiveness) are discussed in this chapter; this is done in order to provide a full understanding of the topic.

### 3. Theoretical framework

In this chapter the theoretical framework of the research is outlined. The theoretical framework can be seen as the scientifically substantiated foundation of the study. The literature discussed in this chapter provides answers to sub-question two: *What characteristics that contribute to the effectiveness of an integral approach can be found in literature?*, and sub-question three: *According to literature, why are preferred results of an integral approach sometimes not achieved?*.

When it is clear which characteristics provide an effective integral approach, it can be determined whether these elements are present in the pilot. The extent of the presence of such factors, provide a possible explanation for the found degree of effectiveness of the pilot CO24dak. The same applies to factors that, according to the literature, ensure that desired results of a comprehensive approach cannot be realized. The degree of presence of these factors also provides a possible explanation for the found degree of effectiveness of the pilot CO24dak. In this chapter, an explanation of the elements that have a (positive or negative) impact on policy performance will suffice. The presence of these elements is tested and analyzed in this study. The way in which this is done is described in Chapter 4 and the results are discussed in Chapter 5.

#### 3.1 Integral approach: Implementation in accordance with ambitions?

After discussing the goals of CO24dak in Section 3.2, the model which is used to find out whether the goals of CO24dak be achieved and whether this contributes to the effectiveness of the integral approach will be discussed in this section. In order to do so, the *actors and factors* model of Coolsma (2008) is used. This model focuses on the compliance of policies and the influence that actors and other factors have on this compliance (Coolsma, 2008, p 125.). The original representation of this model is shown in Figure 3.

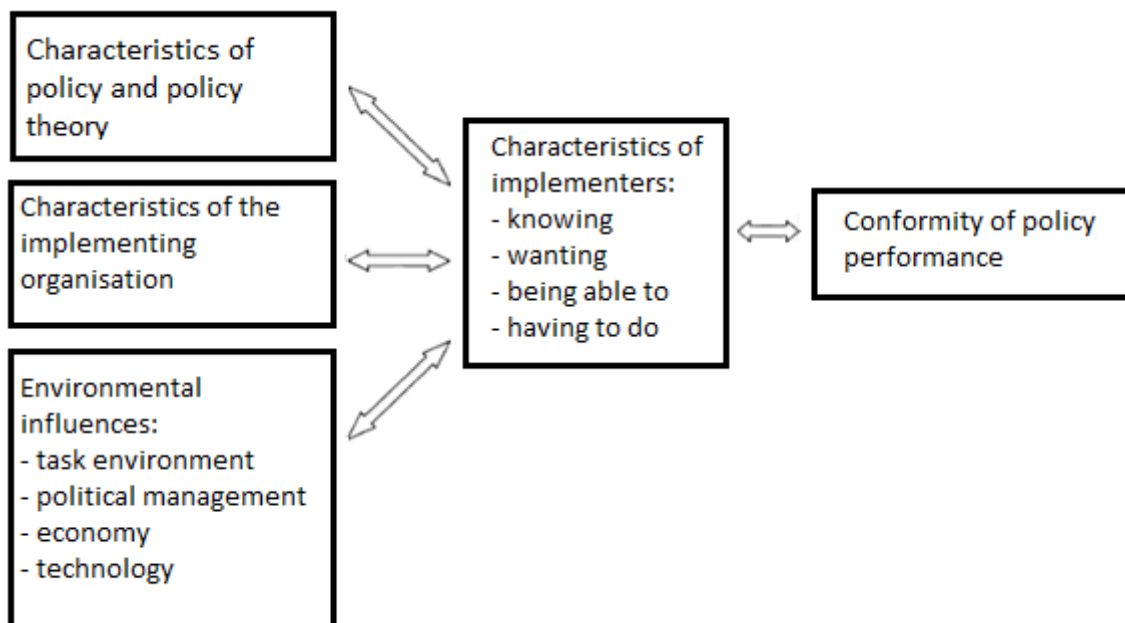


FIGURE 3: ACTORS- AND FACTORS MODEL OF CONFORMITY OF POLICY IMPLEMENTATIONS  
OF COOLSMA (2008, P. 125).



As shown in figure 3, there are some elements of importance in the achievement of policy performance: characteristics of policy and policy theory, characteristics of implementing organizations, environmental influences and characteristics of performers. A number of these elements have a reciprocal influence on one another, as shown in Figure 3. In this study the model Coolsma serves as a starting point. The model is completed and complemented by the use of additional scientific literature. By doing so, a new model is created that has a strong theoretical base, adapted to this study. This model, including the theories that are added here, ultimately ensures a balanced opinion on the conformity of policy performance as shown in Figure 3. For this study it means that there is an evaluation of the objectives of CO24dak from Table 3. This answers sub-question 4: *'How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?'*. Prior to answering sub-question 4, which will be discussed in Chapter 5 'research questions', first sub-question 2: *'What characteristics that contribute to the effectiveness of an integral approach can be found in literature?'*, and sub-question 3: *'According to literature, why are preferred results of an integral approach sometimes not achieved?'* will be answered in this chapter. The answering of questions 2 and 3 forms the basis for explaining (not) achieving the desired objectives, which answers sub-question 5: *'How can (not) achieving desired results CO24dak in the municipality Twenterand in relation to youth groups be explained?'*. In Figure 4, a diagram is shown for a complete overview in which the placement of the sub-questions will be clarified once again and the theories that play a major role in this research are mentioned. The diagram shown in Figure 4 is based on the *actors and factors* model Coolsma (2008) and is further discussed and complemented with theories that make this model applicable for this research.

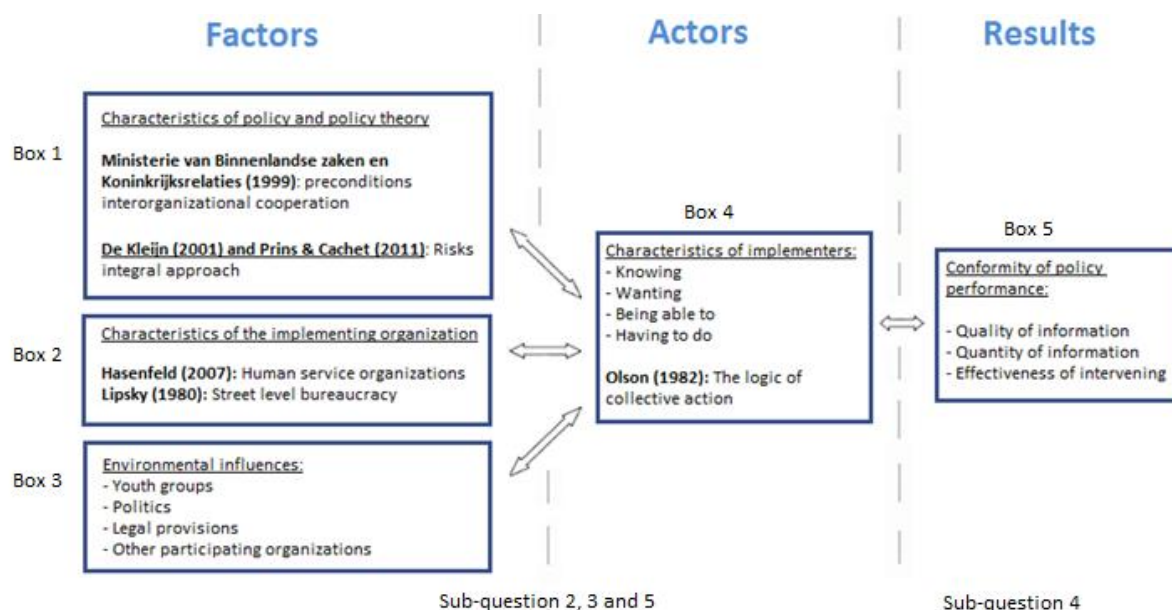


FIGURE 4: ADAPTED FROM THE ACTORS- AND FACTORS MODEL OF CONFORMITY OF POLICY IMPLEMENTATIONS OF COOLSMa (2008).

For convenience, the boxes in Figure 4 are numbered. This is done in order to refer to the right box in the text. As can be seen in Figure 4, sub-questions 2,3 and 5 are answered by making use of the boxes 1 to 4, and the effectiveness of CO24dak problem is dealt with in box 5. Step by step, the various boxes in Figure 4 are covered in this theoretical framework. First, in section 3.2 to 3.4 the focus will be on boxes 1, 2 and 3 associated with the element of 'factors' from the theory of Coolsma

(2008). After this we will look at the element 'actors' in section 3.5 and finally the element 'result' will be explained in section 3.6.

## **3.2 Factors: Characteristics of policy and policy theory**

First, the 'factors' that could be of interest to achieve the ultimate goal of CO24dak are discussed. Three of the boxes fall under the heading 'factors'. These three boxes will be discussed separately in this section. With the boxes in figure 4, a numbering is applied simply to be able to connect this adjusted model to the original model, which is shown in Figure 3. Box 1 focuses on the characteristics of the policy and the policy theory. Section 3.2.1 and 3.2.2 are based upon that. Box 2 focuses on the characteristics of the implementing organization which will be further discussed in section 3.3. Finally, Box 3 focuses at ambient conditions. This will be discussed in more detail in section 3.4.

### **3.2.1 Preconditions of inter-organizational cooperation**

An integral approach or inter-organizational cooperation is not easily established. The participating parties, each handling with their own ideas, must work together. This research uses policy papers that highlight preconditions that apply to the making of a successful integral approach. The Integral Safety program prepared by the 'Ministerie van Binnenlandse Zaken en Koninkrijksrelaties' (1999) was used to boost and expand security in the Netherlands. In the Integral Safety program made in 1999, the government gives its views on security and the way in which the state, the local authorities, civil society and the business community in mutual cooperation can contribute to increasing safety in the Netherlands (Ministry of the Interior and Kingdom Relations, 1999). In this safety program, the importance of 'partnership in safety' is stressed, meaning that in addition to (semi-)public government services also private parties such as shops, businesses and citizens should be encouraged to take responsibility and to contribute to the safety of the importance of the safety in The Netherlands (Ministry of the Interior and Kingdom Relations, 1999, p 18.). In this safety program a number of preconditions is given on organizational, procedural and substantive policy areas for a good inter-organizational cooperation (Ministry of the Interior and Kingdom Relations, 1999, p 20.). If these preconditions are not met in the municipality Twenterand, this will have a negative impact on the pilot CO24dak and hence the degree of effectiveness of the pilot. Given the importance of the presence of these preconditions, the presence of these preconditions will be tested for both the situation before the introduction of CO24dak as the situation during CO24dak. These are the following preconditions (Ministry of the Interior and Kingdom Relations, 1999, p 20.):

1. The most appropriate person acts as director.
2. There is a party that inspires and encourages the participants.
3. All parties benefit from the collaboration.
4. There is a culture of cooperation based on equality and respect for the autonomy and expertise of other parties.
5. The objectives are clearly substantiated in advance.
6. In retrospect, the results achieved are evaluated.
7. There is a good knowledge and information position both as regards the nature, extent and dynamics of security and also regarding the expected or actual results of policies.

That an inter-organizational or integral cooperation is the best solution in addressing youth groups is confirmed by the "Evaluation Approach criminal youth groups" by Van Montfoort (2013, p. 17). In this evaluation rapport there are three factors highlighted that are conducive for a successful integral

approach: a shared sense of urgency, an inspired 'puller' and the use of concrete and targeted actions. These factors can be found in the preconditions as set forth by the Ministry of the Interior and Kingdom Relations (1999). For instance, 'shared sense of urgency' is in accordance with point 3 'all parties benefit from the collaboration', 'an inspired puller' is similar to point 2 'a party that inspires and encourages participants' and finally the factor 'the use of concrete and targeted actions' is similar to section 5 'The objectives are clearly substantiated in advance.'. In addition to these three factors that are highlighted in the evaluation of Van Montfoort (2013) there are a number of overlapping factors which have an impact on the effectiveness of an integral approach. For example, on several occasions the importance of a good information exchange between the participating parties is stressed (Van Montfoort, 2013, p. 16) and the importance of the director's role is discussed. These points also correspond to the preconditions specified by the 'Ministerie van Binnenlandse Zaken en Koninkrijksrelaties'. These preconditions provide, together with the factors in the report of Van Montfoort (2013), an answer to the second sub-question: *'What characteristics that contribute to the effectiveness of an integral approach can be found in literature?'*. In section 3.7, the sub-conclusion of this chapter, the answer to the second part of the question will be repeated briefly. In addition to the *enabling* factors for successfully creating an integral approach that are mentioned in this subsection, it is also important to know which factors have an *inhibiting* effect on the effectiveness of an integral approach of importance. These factors will be discussed in the next subsection.

### 3.2.2 Risks of the integral approach

The next element that is discussed in box 1, Figure 4 is the presence of risks that are involved in an integral approach. In this section, attention is given to factors that may affect the effectiveness of an integral approach negatively. In other words, factors that could hinder the realization of desired results of an integral approach. When the potential risks are known, one can take this into account. This allows any problems that may hinder the result to be prevented. By pointing out these risks there can be a beginning of answering the third sub-question: *'According to literature, why are preferred results of an integral approach sometimes not achieved?'*.

De Kleijn (2001, p. 16-17) mentions a number of risks that arise when the term 'integral' is used excessively. He argues that there is a big chance that parties do not know their responsibilities. All parties interfere with each other, but in the end nobody is responsible. This concern is shared by multiple authors. Prince & Cachet (2011, p. 48) state that when everyone is responsible, no one is really responsible. One reason they give for this statement is that it is not at all clear who *sends* and who *controls* (Prince & Cachet, 2011, p. 48). This risk can be linked to the aforementioned control function in condition 1 of the integral safety program: *'The partner that is the most eligible must fulfill the management role. In the area of security is that at the local level often the municipality'* (Ministerie van Binnenlandse Zaken en Koninkrijksrelaties, 1999, p. 20).

Another risk when using an integral approach is 'delay and powerlessness' (Kleijn, 2001, p. 16-17). This also has to do with the above-mentioned risk of feeling irresponsible. When no one feels responsible to take action and hides behind the masses, the masses will remain stationary in its entirety. Everyone is waiting on each other, which in turn could result in delays and powerlessness arises (Kleijn, 2001, p. 16-17). In practice this means that organizations need to take responsibility when working with the integral approach; an integral approach is effective only when participants

are actually actively working together. It is the job of director to ensure that the specified 'delay and powerlessness' does not occur.

In this sub-section a number of characteristics of policies and policy theory are listed that may be a risk in integral approach. By doing so, a beginning has been made of answering the third question: *'Why are desired results of an integral approach are sometimes not realized, according to the scientific literature?'* In order to further answer this third question there will also be looked at the characteristics of the implementing organization, as shown in box 2 in Figure 4. This is done in section 3.3.2 and in the sub-conclusion at the end of this chapter, the third question will be repeated and the answering the sub-question will be showed again in short.

### 3.3 Factors: Characteristics of the implementing organization

This section focuses on box 2 in Figure 4. This box focuses on another factor that is important in assessing the effectiveness of CO24dak: the characteristics of the implementing organizations. In Chapter 2 it has already been discussed that the municipality aims at prevention, care and repression in the integral approach. The organizations that focus on prevention (or 'preventing of ..') may have a process other than the organizations that focus on repression (or 'intervene during incidents'). The difference in the method can also be an explaining factor of the extent to which the pilot has shown to be effective. The same applies to the type of employee participating in the pilot. To answer the fifth question: *'How can (not) achieving desired results related to youth groups in CO24dak be explained in the municipality of Twenterand?'* it is important to take this into account. This is done based on a theory of Hasenfeld (2007), which focuses on human and service organizations based on the theory of Lipsky (1980) in which the focus is at street level bureaucracy. In the following sections these theories are discussed.

#### 3.3.1 Human service organizations

The organizations that are part of the integral approach regarding youth groups all have at least one common characteristic: they are all human service organizations (HSO's). This means that those organizations main function is to protect, maintain or improve personal well-being of people - by defining, shaping or changing their personal characteristics (Hasenfeld, 2007, p. 1). According to the theory of Hasenfeld (2007) 'man' can be seen as the 'raw material' with which the participating organizations operate. In this study, the Oranjepleingroup can be seen as the 'raw material' as a collective, but it could also be seen as at the level of the individuals who are part of the youth group.

Hasenfeld (2007, p. 5) distinguishes three different methods of human service organizations: *people processing*, *people sustaining* and *changing people*. With 'people processing' he means assigning a particular label to people. The purpose of these organizations is not changing personal characteristics of people/clients, but by using a label it can be ensured that other organizations can respond to the status of a person (Hasenfeld, 2007, p. 5). The aforementioned categorization annoying, troublesome and criminal youth groups given by the police to a youth group based on the short list of Beke (see Appendix 1) is an example at group level. Another example would be the labels 'drug-addicted' or 'follower'. The second group, 'people sustaining' refers to a process in which organizations try to avoid the prevent, retain or delay of the personal welfare of people, retain or delay without changing personal characteristics (Hasenfeld, 2007, p. 5). Examples are meeting place for young people created by the municipality. The last method is Hasenfeld distinguishes is 'people changing'. This approach focuses on changing personal characteristics of people/clients to improve their personal

well-being (Hasenfeld, 2007, p. 5). Examples include: rehab, psychotherapy or education. A side note that needs to be placed in these three methods of human service organizations is that these methods are ideal types. In practice, it is common for organizations that have similarities with more than one method and thus fit into more than one category (Hasenfeld, 2007, p. 5-6). Figure 5 shows how the participating organizations CO24dak fit within the theory of Hasenfeld.

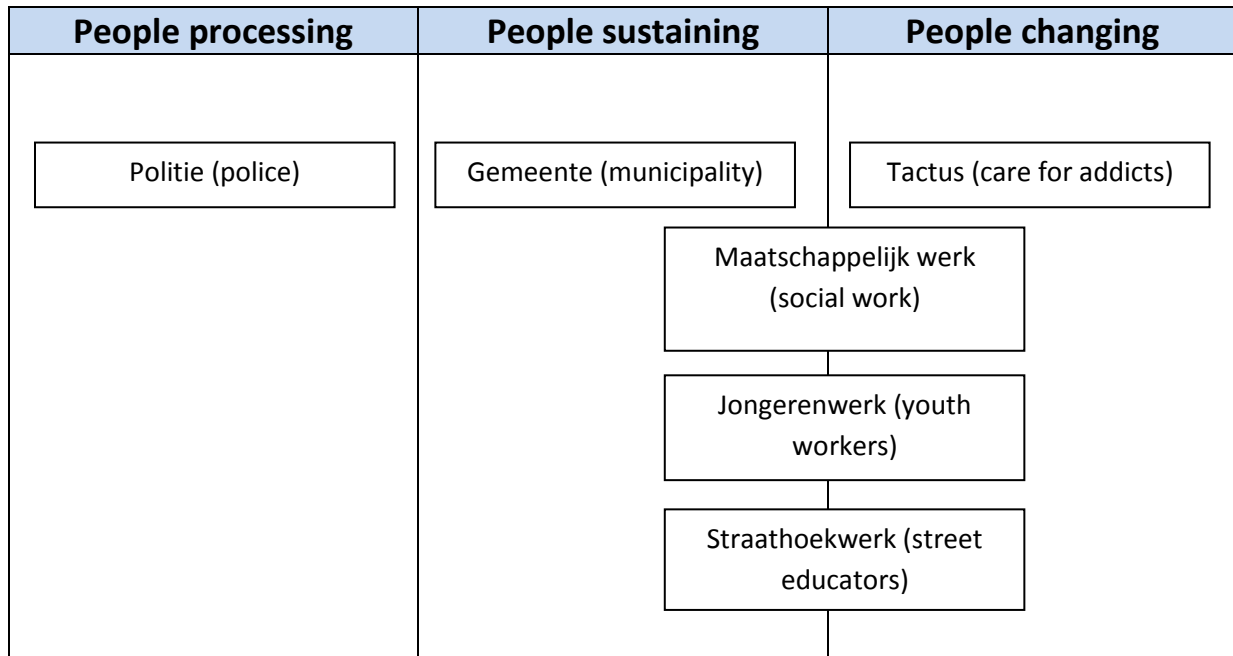


FIGURE 5: PARTICIPATING ORGANIZATIONS OF THE CO24DAK PILOT IN THE MUNICIPALITY OF TWENTERAND, CLASSIFIED ACCORDING THE 'HUMAN SERVICE ORGANIZATIONS THEORY' OF HASENFELD (2007).

Figure 3 shows that most organizations fall under the category of *people sustaining* and *changing people*. This can be explained by the overall objective of the integral approach, namely the reduction of the number of youth groups. In order to achieve this goal, the behavior of the young people needs to be addressed. In other words, the personal characteristics of the young people have to change their personal well-being, and also enhance the welfare of the people who experienced nuisance. Organizations that contribute to changing these undesirable behavior and habits with their work are: Tactus, Maatschappelijk werk, Jongerenwerk and Straathoekwerk. The latter three organizations also fall under the category of *people sustaining*, which also includes the municipality. This is because another aspect of their work focuses on ensuring a certain level of personal well-being of young people. By occasionally having contact with the young people without trying to steer them they gain their trust and integrate into the youth group as a general point of contact. This contact and trust helps these organizations to send the youths to an organization that falls under the category of *people changing* or work on the personal welfare of these juveniles themselves.

By using the theory of Hasenfeld about 'human service organizations' it became clear what position the various participating organizations in the integral approach have. Figure 5 has been made for sub-question five: 'How can (not) achieving desired results regarding youth groups with CO24dak be explained in the municipality of Twenterand?'. To what extent this scheme can explain the results will be discussed in Chapter 5; research results. At this time, it is sufficient to look at the theoretical model, which is shown in Figure 5. In the next section there will be a closer look at the features of the

implementing organizations by using a different approach that focuses on the type of employee organizations.

### 3.3.2 Street-level bureaucracy

When looking at the characteristics of the implementing organizations it is important that in addition to the nature and position of the organizations the focus also lies on the type of employee that works within these organizations. In this study, this is done by means of the theory of Lipsky (1980) which focuses on street-level bureaucracy. Lipsky (1980, p. 3) focuses on the theory of the so-called *street-level bureaucrats*. These are workers within a government organization that work for the government and in the implementation of these activities have direct contact with citizens. These are the same type of workers where Hasenfeld, a number of years later in 2007, focuses on in his HSO theory that is described in the previous section.

An example of a street-level bureaucrat is a youth officer. A youth officer will come, in his/her work, in direct contact with the public (in this case with the young people) and works for a government organization, namely the police. If a young person commits an offense it is up to the youth officer to decide to send this juvenile to court, to give a warning or to decide otherwise. The theory of Lipsky relates to this research, because the participants of the pilot are all so-called '*street-level bureaucrats*'. Some have a more direct contact with the target group than others but to a greater or lesser extent, all participants are covered by the term *street-level bureaucrat*. What does it mean to be a street-level bureaucrat? Lipsky (1980, p.13) states that employees of street-level bureaucracies have a certain discretion in their work. He calls this freedom '*discretionary space*'. Because of this freedom, the employees are given the opportunity to make their own choices. Because the employees have a certain degree of discretion and they are the ones who actually implement the policy, it may be that the actual policy implementation differs from the originally formulated policy. In the theory of Lipsky this is seen as an unwelcome development due to the organizational structure. In the time of Lipsky (1980) it was not yet accepted that the implementers worked in a different way than that management had instructed them to do. The theory of Lipsky was later used by Evans (2011) and reshaped. In contrast to Lipsky, Evans states that a 'street-level bureaucracy' and the associated discretionary space that goes along with that is a management form which one consciously chooses instead of being an unwelcome consequence of the organizational structure (Evans, 2011, p. 372). Evans states that policies must often work their way through a number of layers in an organization before it gets to the implementer. Because of that, it is possible that differences in interpretation occur at the expense of clarity (Evans, 2011, p. 372-373). This difference in opinion is due to the time of study and does not mean that the theory of Lipsky is no longer accurate today. However, it is important to note that the relationship between frontline workers and management in the pilot is in line with the position of Evans (2011) and not with Lipsky (1980), since the discretion that performers have to deal with and which they themselves can make decisions is in fact accepted and not subject to discussion.

An element of the theory of Lipsky that can be used in this study is the explanation that Lipsky (1980) gives for the presence of discretion. Lipsky (1980, p. 27-28) mentions five conditions where a street-level bureaucrat has to deal with a lot. This means that the participants in the pilot CO24dak could also get to deal with this. These are the five conditions:



1. A continued lack of resources ensures that the street- level bureaucrats cannot carry out orders properly.
2. An increasing range of street- level bureaucrats results in a increasing demand for street-level bureaucrats. So there is a chronic shortage of manpower.
3. The organizations for which the street- level bureaucrats work make use of vague, unclear and conflicting goals and expectations.
4. It is difficult and sometimes impossible to assess the performances based on the set goals.
5. Clients are often involuntary client.

According to the scientific literature, these conditions are a possible explanation of the fact that sometimes the desired results are not achieved. Other risks that are involved in an integral approach (see Section 3.2.2) are: the likelihood that parties do not know their responsibilities, everyone is waiting on each other, and that this causes delay and powerlessness. This is a supplement given to the answer to the third sub-question: '*According to literature, why are preferred results of an integral approach sometimes not achieved?*'. In the sub-conclusion at the end of this chapter, this third question will be repeated, and the answering of the question will be briefly discussed again.

### 3.4 Factors: Environmental factors

In this section, box 3 (see Figure 4) from the theory of Coolsma (2008) will be discussed. The third box is part of 'factors' and focuses on environmental factors. This box supplements the previous answer to the third question '*Why are desired results of a comprehensive approach may not be realized, according to the scientific literature?*' by looking at environmental factors. Policy implementation will not take place in an ivory tower, but everywhere. It is therefore important to take into account factors that may affect the policy implementation (Coolsma, 2008, p. 132). First, the policy implementation process is influenced by the reactions of those who are subject to the policy (Coolsma, 2008, p. 132). They can be accommodating, but they can equally well resist and may even cause dangerous situations. In this research, the youth groups function as target groups or 'raw material' for the implementing organizations and thus these youth groups create environmental influences. When young people do not cooperate or even are hostile even towards policies this can lead to a reduction in policy implementation. This can ensure that it is difficult to collect the necessary information and assess the situation in a good way (Coolsma, 2008, p. 133). Another environmental factor is *politics*. Politics affect the size of the offered services (Coolsma, 2008, p. 133). Politicians decide which issues have a high priority and/or get a big bag of money. In this study, it is the municipality that determines what priority the issue of youth groups gets in that municipality and thereby also determines whether or not money is reserved for dealing with these youth groups. Also *legal* provisions or legislation can affect the discretionary space (also mentioned in the theory of Lipsky (1980). Implementing organizations may be limited by laws and regulations, especially when the policy area is subject of political struggle (Coolsma, 2008, p 134.). Finally, organizations that are part of the integral approach have to deal with the *other participating organizations*. These organizations are also part of the 'environmental influence' on which the specific organization is subject to. For example, some organizations may get along better than others, and there could be a breach of trust between certain organizations.

Environmental factors may play a part in (not) achieving desired results. Environmental factors such as the political sphere, legal provisions, other participating organizations and youth groups that are subject to the policy are crucial factors in achieving the desired results. In what way these factors

have influenced the pilot CO24dak in the municipality of Twenterand is discussed in Chapter 5, where answers to the fifth question, '*How can (not) achieving desired results related to youth groups with CO24dak in the municipality of Twenterand be explained?*' are provided. At this time, it is sufficient to look at the theoretical approach in the table of Coolsma (2008). With the description of the element of 'environmental factors', all the elements of the column 'factors' (see Figure 4) are now described. The following sections focus on the next elements in the theory of Coolsma, namely *actors* and *result*.

### 3.5 Actors

This section focuses on box 4 from Figure 4. This box is about the characteristics of implementers. The theory of Coolsma (2008) is complemented by a theory from Olson (1982) called 'the logic of collective action'. In the next subsections those theories will be further explained.

#### 3.5.1 Characteristics of actors

Box 4 in Figure 4 is about the characteristics of the stakeholders regarding the desired policy. This box is a connecting element between the characteristics of the policy and the policy theory, the characteristics of the organizations, the environmental factors and the compliance of policy performance. This means that the extent to which **actors** *know, want, can* and/or *having to* influence the elements that belong to '**factors**' and '**result**'. Conversely, this also applies: '**result**' and '**factors**' also affect the extent to which **actors** matters concerning the policy to *know, want, can* and/or *should*.

Coolsma (2008, p. 125) states that it is important to distinguish between *knowing, wanting, being able to* and *having to do*. The implementers of the policy will be the final policy performance level, and so they should *know* what the policy means, *willing* to perform this policy and actually *be able to* do so. They also are limited by their actions and policies they *must* adhere to these restrictions (Coolsma, 2008, p. 126).

#### 3.5.2 Attitude of the group process

In his theory of 'the logic of collective action' Olson (1982) argues that people act out of self-interest and that because of this reason groups bring a benefit to the individual group members. An advantage which one only benefits from if they are part of the group and that one individual cannot reach. According to him, there are three variables important in interpreting rational behavior: the size of the group, the presence of coercion and delivering of benefits (discounts, respect, and products). The larger the group, the greater the 'cost' of personal persuasion and effort in order to steer the group. If the costs exceed the benefits, people are less motivated to act in the group interest. According to Olsen (1982) this motivation can be created through the use of positive and negative incentives. Positive incentives are individual benefits that increase the benefits, such as discounts or products that you would not get if you would not be part of the group. A negative stimulus is coercion. An example is the payment of road tax for a vehicle to be able to use it on public roads. There are situations where individuals profit from the benefits, but are not burdened by the cost. An example is a union for employees. The union is committed to workers' interests, but profit from both members and non-members of the union. These benefiting non-members are also called free-riders. According to Olson (1982), there are two ways in which the union nevertheless can ensure that they attract members: once again by providing personal benefits and the use of coercion



(Elchardus, 2007, p. 54). Since such group processes can occur anywhere, this should be taken into account in this study.

In the pilot CO24dak the participants are expected to be willing to share information with other network partners. Participants weigh possible costs and benefits like the group process described by Olson (1982). Steinel et al (2010, p. 1) suggest that the sharing of information creates a conflict setting with different prevailing motives. According to them this would ensure that participants will exhibit strategic behavior. Despite the fact that all group members are looking for a good solution, factors such as the individual's preferences, expressing knowledge and status of a person within a group all play a role (Steinel et al, 2010, p. 2). These things could threaten an integral collaboration. This is evident from three experiments that Steinel et al (2010, p. 8-20) have done. A distinction is made between two types of people, the so-called '*pro-social*' and '*pro-self*' groups. People from the pro-social group share information with others very well, while people from the pro-self group experience more difficulties with that. They strategically hold back all or partial information and manipulate reality (Steinel et al, 2010, p. 1). The theories of Olson (1982) and Steinel et al., (2010) make clear that in group processes it is important to focus both on the group as on the individuals forming the group. A character combined with a situation could mean that corporate goals are not met. In chapter 6 this is discussed in more detail.

### 3.6 Result

Box 5 in Figure 4 is about the realized policy performances. This performances are influenced by the characteristics of the actors in Box 4 in Figure 4, but at the same time this policy performances also influence the characteristics of the actors. This is a mutual influence.

Just like Box 5 in Figure 4 suggests by the text 'Goal achievement CO24dak', with this element of the theory of Coolsma (2008) the focus lies on the achievement of the goals of the policy. For this research this means that the final goal achievement of CO24dak will be evaluated. The focus will be on the indicators of goal achievement for CO24, as shown in Table 3. These are the indicators: quality of information, quantity of information and intervention efficacy. The evaluation of these indicators will be in chapter 5, 'research results' and with that evaluation answers will be given to the fourth question: '*To what extent is the pilot CO24dak proven effective in addressing youth groups in the municipality of Twenterand?*'.

### 3.7 Sub-conclusion

In this chapter the answer has been provided to sub-question two: *What characteristics that contribute to the effectiveness of an integral approach can be found in literature?* From the literature, a number of issues were identified as conditions for successful inter-organizational cooperation. This relates to the following factors: the performance by the right person in the director's role, the presence of a 'project champion' and the presence of proper knowledge and information facilities. An additional point is that all parties should benefit from the cooperation, that there must be equality and respect between all parties, the objectives must be substantiated clearly beforehand and afterwards the actual results must also be substantiated.

This chapter also answers sub-question three: '*According to literature, why are preferred results of an integral approach sometimes not achieved?*'. Factors that may hinder a successful integral approach are: the risk that the parties are not aware of their responsibilities, the emergence of delay and

powerlessness, a persistent lack of resources, a chronic shortage of manpower, the use of vague, unclear and conflicting goals, the difficulty with which performance can be assessed and the fact that clients are involuntary client. In addition to these factors, there are environmental factors that affect the degree of goal achievement, namely: the politics, legal provisions, other participating organizations (and the already mentioned clients). Lastly, it turns out that individual interest can provide a positive or negative impact on group performance.

In addition to the elements mentioned above that are, according to the literature, of direct (positive or negative) impact on goal achievement, the participating organizations are classified based on organizational characteristics. This segmentation possibly plays a role in explaining effectiveness CO24dak. The police comes under the heading of 'people processing', the municipality under 'people sustaining', Tactus under 'people changing' and Maatschappelijk werk, Jongerenwerk en Straathoekwerk under both 'people sustaining' and 'people changing'.

## 4. Methodology

This chapter focuses on the way in which this investigation was carried out, the methods used to collect data which individuals were interviewed, but above all why these choices were made. In addition, the key concepts of this study are made measurable by operationalizing them.

### 4.1 Research design

The way in which this research is conducted is both qualitative and quantitative. It is a case study which also uses a quantitative data collection. The so-called 'main case' in this study is the municipality of Twenterand. This municipality was chosen because it was the first and only municipality who worked with CO24dak at the start of this research. Therefore it has not been necessary to establish selection criteria and the main case, the municipality of Twenterand, selected itself. By doing so, Twenterand is also *the unit of analysis* in this study. This means that the conclusions made in this study focus on the municipality of Twenterand. How the use of qualitative and quantitative research methods were used will be explained in the following sections.

#### 4.1.1 Qualitative research methods

Qualitative research requires the use of observations and/or interpretations that are collected in a non-numerical manner with the intent to discover underlying patterns or meanings (Babbie, 2010, p. 395). In this study, qualitative research has been used in the following ways:

- At the beginning of the study, there were a number of meetings in which the project leader of CO24dak gave a presentation about this instrument. This was done in the municipalities of Haaksbergen and Hengelo. After the presentations there was time for questions from the audience. These questions gave a first indication of the willingness of the staff to work with the instrument and the uncertainties with which they were confronted.
- Reports of the Safety Region Twente have given insight into the desired goals of the pilot CO24dak. Based on that, sub-question 1: *'In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?'* was answered in chapter 3.
- By means of literature research in chapter 3 the answers to sub-question 2: *'What characteristics that contribute to the effectiveness of an integral approach can be found in literature?'*, and sub-question 3: *'According to literature, why are preferred results of an integral approach sometimes not achieved?'* were given. Answering these questions provides some insight for answering sub-question 5: *How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?'*. In Chapter 6, this will be discussed even more.
- There were interviews conducted with the participants of the pilot CO24dak project in the municipality of Twenterand. A *semi-structured format* for the interviews was chosen. This means that a interview is conducted based on an interview guide that includes an introduction, the questions and the conclusion of the interview, or a topic list (Van Thiel, 2007, p. 109). In this study the choice was made to make a number of questions in advance that acted as a guideline for the interview, but still allowed for spontaneous response. By occasionally 'leaving' the guideline, the respondent has the opportunity to create its own input for this guideline, and it is then possible to gather interesting information that would be hard with just a standard questionnaire (Thiel, 2007, p. 109). The interview questions are based on box 1 'features of policies and policy theory', box 4 'characteristics of participants' and box 5 'goal achievement CO24dak' in Figure 4. Along with the quantitative questionnaire

which is discussed in section 4.1.2, the interviews provide information for answering sub-question 4: *To what extent was the pilot CO24dak effective in dealing with youth groups in the municipality of Twenterand?*. And sub-question 5 *'How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?'* The development of sub-question 4 is given in Chapter 5 and the development of sub-question 5 in chapter 6. All interviews except one have been conducted in the workplace of the respondent. This is done to get a better look at the organization and the respondent. In one case however, a telephone call was made, as this respondent was no longer employed by the organization at the time of the interview. The respondents were selected based on the list of participants CO24dak, so all members of this list who have worked with CO24dak in practice, were interviewed. Of each participating organizations (politie, maatschappelijk werk, Tactus, jongerenwerk en straathoekwerk) only a few employees participated in the pilot. This is a total of thirteen employees, some of which (partially) fulfill a management position, but also employees with a fully operational role. For privacy reasons, no further details on the respondents are discussed here.

#### 4.1.2 Quantitative research methods

With quantitative data, the emphasis lies, unlike with qualitative data, on numerical data. This study used a standard questionnaire, as shown in Appendix 3. This questionnaire is created based on the box 1 and box 5 from Figure 4 and operates with scores of 1 to 10. There are two reasons why this 10-point scale was chosen. First, because not everyone gives a number/score for the same reason. For example, one person may think a 6 is good but another person thinks a 6 is moderate. The standard questionnaire included a legend that explains what the different numbers mean, so that there could be no confusion. The second reason was the fact that this scale provides opportunity to the respondents for looking at differences they experienced between the situation before the introduction of CO24dak and the situation during CO24dak. The spread of a 10-point scale is larger than the spread of for example, the commonly used 5-point Likert Scale, and so respondents were given the opportunity to clarify small and large differences in their scores. To see whether or not these differences were significant, a paired samples t-test with  $\alpha = 0.05$  was used.

### 4.2 Operationalization of concepts

In section 3.2 the goals of CO24dak were discussed. In order to answer sub-question 4 and evaluate the achievement of goals, the concepts need to be made measurable. This is done by operationalizing the concepts *quality of information*, *quantity of information* and *effectiveness of intervening*.

#### 4.2.1 Operationalization: Quantity of information

The first indicator which is of importance in the evaluation of the effectiveness of the pilot CO24dak is *quantity of information*. In other words, the amount of information that is called in on the general number of CO24dak. It should be noted that more information is not always better. Therefore the participants were asked the following question:

*'How do you assess the quantity of information that your organization receives from the collaborating organizations (1-10)?'*

This question gave the respondents the opportunity to compare the quantity of information before

the start of the pilot with the quantity of the information during the pilot by giving a score (1-10). After analyzing these differences it was clear what influence CO24dak had on the scores of the quantity of information according to the respondents. These results will be discussed in chapter 5. Also the number of times the general telephone number of CO24dak was used was discussed during the evaluation of the quantity of information.

#### 4.2.2 Operationalization: Quality of information

The second indicator that plays a role in the evaluation of the effectiveness of Co24dak is *quality of information*. The Safety Region Twente wants to boost the quality of information by aiming at the following goals:

1. Participants call-in factual and detailed information on the spot.
2. All participants know the actual information.

Whether or not these goals are achieved influences the evaluation of effectiveness of the pilot. To be able to see if these goals are achieved, the following steps were taken: Goal 1 has been evaluated by looking at the call data and to see which organization called in information through that number. Goal 2 has been evaluated by making use of the following questions:

*'How do you judge the actuality of the information that you receive from other organizations (1-10)?'.*

*'How do you judge the quality of the information that you receive from other collaborating organizations (1-10)?'.*

These questions were asked relating to the situation before the start of CO24dak and the situation during the pilot. This was done in order to see if CO24dak ensured an improvement or a deterioration of the situation, or if CO24dak did not influence the situation at all according to the participants.

#### 4.2.3 Operationalization: Effectiveness of intervenience

The last indicator that plays a role in evaluating the effectiveness of CO24dak is the *effectiveness of intervenience*. By creating an actual alignment between the participants relating interventions and by using usable moments to intervene, an effort is made to boost the effectiveness. The following question and statement were listed in the questionnaire in order to look into the evaluation of the participants on this subject:

*'How do you judge the alignment between collaborating partners related to interventions (1-10)?'*

*'Moments to intervene are used in the best way possible (1-10)'.*

### 4.3 Data analysis

As stated before, the interviews were conducted with the participants of the pilot Co24dak and these participants filled out a standard questionnaire where they could judge the situation before the pilot and after the pilot. The interviews were all recorded and typed out afterwards. This has been done in order to prevent bias. To make working with the large quantities of information easier, the information was *coded*. This means that labels were created and the given answers can then be 'hung' under these labels respectively. In the beginning of this coding process the labels were quite broad, like *'skeptical about pilot'* or *'points of improvement'* and as the coding process progressed

the labels got more specific. *'skeptical about pilot'* for instance, was split into the labels *'short lines'*, *'changing of the name'* and *'introduction of the pilot'* and the label *'points of improvement'* was divided in the labels *'enlarging target group'*, *'telephone access'* and *'privacy'*. By working like this the most important elements came up. These elements helped answer the main and sub-questions.

#### **4.4 Sub-conclusion**

This chapter described how the research was conducted. The research is a case study of the municipality of Twenterand. The study has a qualitative element and a quantitative element. In this chapter the main concepts that play a role in the assessment of the pilot CO24dak were made measurable by operationalizing them. Finally, in this section it is described how this research used the obtained data.

## 5. Research results

In this chapter and in chapter 6, the results of the research are discussed. This chapter gives answers to the fourth sub-question: 'To what extend was the pilot CO24dak effective in dealing with youth groups in the municipality of Twenterand?'. The concepts *quality of information*, *quantity of information* and *effectiveness of intervenience* will be discussed in separate sections. Chapter 6 takes a closer look at the explanations of the found level of effectiveness.

### 5.1 Evaluation: Quantity of information

When looking at the quantity of information, the focus was on the number of times that organizations called in and the judgment of the participants on this topic. Every organization used the service of CO24dak, but the number of times that has been called is remarkably low. In the period between the end of November 2012 until March 2013 a total of 38 phone calls were made. The exact call numbers are:

- Politie: 4
- Maatschappelijk werk 11
- Tactus 6
- Jongerenwerk 13
- Straathoekwerk 4

When considering the qualitative goal of CO24dak, sharing actual and detailed information, the numbers are very low. But more information is not always better. Because of that reason it has been made clear how the participants themselves judge the quantity of information before and during the pilot CO24dak. The results are shown in Table 4.

**TABLE 4**

*Descriptive Statistics on the Assessment of the Quantity of the Information that Organizations Receive from Other Organizations (n = 12, frequency on a scale of 1 to 10, found spread for pilot 4-9 with  $\sigma = 1.6$ , spread during pilot 4-9 with  $\sigma = 1.7$ )*

	Question 6: How do you judge the quantity of the information that you receive from other collaborating organizations?
A. Average score during pilot CO24dak	6.7
B. Average score before the pilot CO24dak started	6.3
Average difference between A & B	0.4

Table 4 shows that the participants judge the quantity of information before and during the pilot with average to above average numbers. The pilot however did not significantly influence the judgment of the participants related to the quantity of the information with  $\alpha = 0.05$  (also see appendix 5 and 7).

The reaction of the participants shows that a number of them thinks the quantity of information during the pilot was better than before. A respondent states: 'It has improved at a number of points. Quantity of information. I now have more information and that is a good thing, but I do not feel that I need to keep on calling in all the time.' (Resp. 3). Another states: 'The focus is now more on quantity

than on quality. If no one calls in, the project is dead, so now the focus was on 'people must give information' (...) So at a certain point in time people do call-in, but not because it contributes to anything.' (Resp. 4). Despite the fact that these respondents indicate that the quantity of information during the pilot has grown in comparison to the period before the pilot, they do question the desirability of this growth in quantity of information.

## 5.2 Evaluation: Quality of information

The evaluation of the quality of information is done based on the goals CO24dak pursued in this area, namely that there is called by participants on site, detailed and actual information is called in, and that all participants are aware of the current information. The call-in data show that each participating organization has used CO24dak several times. The interviews show that many participants have encountered problems with the calling in of information. The main problem appears to be the accessibility of the back office. This means that people have experienced problems when calling the number CO24dak. Respondents state *'Of course I work evenings, and the fact that you could only call until 22.00 was not convenient'*. (Resp. 3) and *'CO24dak ... but it is not 24 hours'* (Resp. 11). The majority of respondents indicated to encountered this problem as well. Another respondent said: *'We are a 24-hour organization, and so you notice that the opening times of FOBO are sometimes disappointing'* (Resp. 10). The lack of accessibility detracts from the user experience of the participants, the speed at which information is introduced, and thus influencing the actuality of available information. In addition to the limited call-times, technical failures provide a number of problems. These problems have to do with the actuality of the journals, which are messages in the common VIS2 computer containing called in information that is visible to all participants of the pilot. The information that had been entered could sometimes only be seen hours or sometimes days later, to the regret of many workers. *'The actuality is a problem. The processing in VIS2 took up a few days'* (Resp. 9). Another worker said the following: *'Technical failure cannot always be prevented. But if you say that will process information immediately .. you should do that. And if that is not possible immediately, you should not say that. You have to make promises that you can follow up on'* (Resp. 7).

Participants graded the actuality and quality of the information during and before the pilot by using numbers from 1-10. The results are in Table 5 and Table 6.

**TABLE 5**

*Descriptive Statistics on the Assessment of the Actuality of the Information that Organizations Receive from Other Organizations (n = 12, frequency on a scale of 1 to 10, found spread for pilot 4-9 with  $\sigma = 1.6$ , spread during pilot 4-9 with  $\sigma = 1.5$ )*

	Question 2: How do you judge the actuality of the information that you receive from other organizations?
A. Average score during pilot CO24dak	6.8
B. Average score before the pilot CO24dak started	6.6
Average difference between A & B	0.2



**TABLE 6**

*Descriptive Statistics on the Assessment of the Quality of Information that Organizations Receive from Other Organizations (n = 12, frequency on a scale of 1 to 10, found spread for pilot 4-9 with  $\sigma = 1.3$ , spread during pilot 4-9 with  $\sigma = 1.4$ )*

	Question 5: How do you judge the quality of the information that you receive from other collaborating organizations?
A. Average score during pilot CO24dak	7.2
B. Average score before the pilot CO24dak started	6.8
Average difference between A & B	0.4

Table 5 and 6 show that the actuality and quality of the information both before and during the pilot is scored with an above average grade. The mean difference between the situation before and during CO24dak is for both numbers however not significant with  $\alpha = 0.05$  (See appendix 5 and 7 for the calculations). This means that according to the respondents, CO24dak did not influence the actuality or quality of information.

### 5.3 Evaluation: Effectiveness of intervenience

The last indicator that will be discussed in the evaluation of the effectiveness of CO24dak is the *effectiveness of intervenience*. The presence of a criminal youth group calls for changes and therefore will require action by the participating organizations. Because there are several organizations involved, the organizations work together and issues regarding interventions must be coordinated. One respondent said: *'That you should work together well is clear, no problem. And that you should make a plan to work together, no problem. CO24dak is basically a type of vehicle, as I see it. We have stepped into this vehicle and it offered an answer but not the answer we were looking for. Not for us'* (Resp. 5). Another respondent stated: *'In the end, what has this brought us and what did it bring the young people? (..) We are all not even able to see that. We have not even come that far'* (Resp. 6). The interviews revealed that the participants want to know what the ultimate impact in practice of deploying CO24dak the youth in Vroomshoop is. The fact that more information is available in a system that is accessible to everyone, is generally of secondary importance compared to the ultimate impact of policy on the youth themselves. The opinion of a respondent on this research makes it clear once again: *'This has begun very 'policy-like' but I 'm wondering if the pilot has really contributed to the level of care for the youth group'* (Resp. 2). As mentioned earlier, this question is not answered in this study due to lack of time and the resources. Because the exact impact of CO24dak the youth in itself (size, diversity, behavior) cannot be measured in this study, the effectiveness of intervention needs to be assessed in a different way. This is done by schematically showing the opinions of the respondents on the situation before and during the pilot. This is done in Table 7 and 8.

**TABLE 7**

*Descriptive Statistics on the Assessment of the Coordination of Cooperation Partners regarding Interventions (n = 12, frequency on a scale of 1 to 10, found spread for pilot 4-9 with  $\sigma = 1.5$ , spread during pilot 4-9 with  $\sigma = 1.4$ )*

	Question 3: How do you judge the alignment between collaborating partners related to interventions?
A. Average score during pilot CO24dak	7.3
B. Average score before the pilot CO24dak started	7.0
Average difference between A & B	0.3

**TABLE 8**

*Descriptive Statistics on the Assessment of the Rating of the Use of Moments to Intervene (n = 12, frequency on a scale of 1 to 10, found spread for pilot 4-8 with  $\sigma = 1.2$ , spread during pilot 4-8 with  $\sigma = 1.1$ )*

	Question 8: Are moments to intervene used in the best way possible?
A. Average score during pilot CO24dak	6.2
B. Average score before the pilot CO24dak started	6.0
Average difference between A & B	0.2

Table 7 shows that respondents give the alignment between collaborating partners in relation to interventions above average scores for both situations before and during the pilot. Table 8 shows that respondents are on average neutral on the question if moments to intervene are used to their best, both before and during the pilot. For this indicator applies again: the difference in assessment between the situation before and during the pilot is not significant with  $\alpha = 0.05$ .

## 5.4 Sub-conclusion

This chapter, sub-question four: 'To what extend was the pilot CO24dak effective in dealing with youth groups in the municipality of Twenterand?' was answered. The quantitative survey shows that CO24dak has not provided significant differences in terms of *quality of information*, *quantity of information* and *effectiveness of intervenience*. Call-in data showed that in 5 months, there were just 38 calls. The majority of the participants indicated that the quality of information is affected by technical problems and limited hours. In addition, the majority of participants states that the quantity of information has increased, but they are doubtful of the desirability of this fact. Finally, the majority of the participants indicates that the effectiveness of intervention has not changed and that they have no information on the effect of the pilot on the size, diversity and behavior of the youth. Therefore the conclusion is that the goals of CO24dak have not been achieved.

## 6. Other results and explanations

In this chapter, sub-question 5: *'How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?'* is answered. By making use of the theory of Chapter 3, explanations for the fact that the goals of CO24dak are not achieved will be given.

### 6.1 Conditions and risks

#### 6.1.1 Presence of conditions

The first step that is of importance when explaining the found results, is the reflection on the presence of conditions for a successful inter-organizational collaboration and the presence of risks, like mentioned in box 1 (see Figure 6). Based on data from the questionnaire it can be said that all conditions were met (for data see Appendix 3 and 7). Both before and during the pilot CO24dak the following points were scored with a sufficient grade by the participants:

#### Characteristics of policy and policy theory

**Ministerie van Binnenlandse zaken en Koninkrijksrelaties (1999):** preconditions interorganizational cooperation

**De Kleijn (2001) and Prins & Cachet (2011):** Risks integral approach

Figure 6: Box 1 from figure 4

- The most appropriate person acts as director.
- There is a party that inspires and encourages the participants.
- All parties benefit from the collaboration.
- There is a culture of cooperation based on equality and respect for the autonomy and expertise of other parties.
- There is a good knowledge and information position both as regards the nature, extent and dynamics of security and also regarding the expected or actual results of policies.

With the *paired samples t-test* that has been conducted with  $\alpha = 0.05$ , there was no significant difference for the points stated above in the situation before and during the pilot. These points do not explain the fact that the goals of CO24dak have not been achieved. Next to the conditions mentioned above, another two conditions that were discussed in the interview exist. These conditions are:

- The objectives are clearly substantiated in advance.
- In retrospect, the results achieved are evaluated.

The answers to the question *'How do you describe the purpose of the integral approach in which your organization belongs'* shows that all respondents are aware of the overall goal of the integral approach to which their organization belongs. They mention things like *'you have to do it together'* (Resp. 13) and *'That from different disciplines, for example welfare / care / safety, you are pursuing a common goal'* (Resp. 4). This condition is met. To the question *'How would you describe and assess the way of evaluating the achieved results?'* the answers vary. One respondent stated: *'I think that the month waiting time before the JWV is too long. That should be all noted in VIS2. Then you know how things work'* (Resp. 7). A number of participants do not agree: *'If I look back, there really were not enough evaluation moments'* (Resp. 1), *'The way of assessing has not changed that much, but I myself am a proponent'* (Resp. 11). Some participants have other opinions. They find that central

contact moments are redundant. This is apparent from quotes like *'We talk every month and also in between meetings when you need each other, the lines are very short'* (Resp. 5) and *'A call, even an app-message and you are there'* (Reps. 6). The responses show that the majority of respondents appreciate it when more structure is applied in the evaluations.

### 6.1.2 Presence of risks

Next to the presence of conditions, the presence of risks is also significant when explaining the found results. Respondents were asked how they assess the following points:

- Coordination between partners regarding interventions.
- The use of moments to intervene.
- Delays caused by other organizations.

The standard questionnaire shows that the differences between the mean scores during and for the pilot are not significant during a paired samples t-test with  $\alpha = 0.05$  significant (for data and calculations see Appendix 6 and 7). This means that the pilot CO24dak has had no influence on the presence of the above-mentioned points. The results show that respondents assess the alignment between collaboration partners regarding interventions on average with an above average score. It is remarkable that the average score the question *'Moments to intervene are put to good use?'* is 'neutral' and the question *'Is your organization hindered by the delays that cause other organizations?'* is answered with an 'I agree'. It is noteworthy that the last two of these three points have a relatively negative outcome, while the first point has a positive outcome.

#### Explanation

The theory of De Kleijn (2001) provides a possible explanation for the results described above. He states that the possibility exists that parties do not know their responsibilities and that everyone's interfering with each other, but no one feels responsible. The first point 'alignment between partners regarding interventions' aimed in the formulation of the question at all collaborating partners, and that may cause a respondent to feel targeted and he/she then tends to give a positive assessment. In the other two points 'use of moments to intervene' and 'delay caused by other organizations', the emphasis is less on the organization of the respondent and more at the other organizations. This may indicate the situation that De Kleijn points out, namely when everyone is responsible, no one feels responsible. The undesirable consequences are that the moments to intervene are not fully exploited, and that respondents experience a delay caused by other organizations. This can only be adjusted when the organizations take responsibility in an integral approach. The interviews show that this risk is in relation to the characteristics of the participant. In section 6.2 this will be discussed in more detail.

## 6.2 Explaining: Characteristics of actors & organizational characteristics

The interviews show that the characteristics of actors (Figure 7) have a major impact on the found effectiveness of policy performance. It also appears that organizational characteristics (Figure 8) have a great influence on the characteristics of the actors. The first four subsections describe the relationships between organizational characteristics and characteristics of participants and its impact on policy outcomes. Finally, in subsection 6.2.5 attention is giving to the theory of human service organizations Hasenfeld

**Characteristics of implementers:**

- Knowing
- Wanting
- Being able to
- Having to do

**Olson (1982): The logic of collective action**

Figure 7: Box 4 from figure 4

(2007). This theory is discussed in a subsection because it has no direct relation with the characteristics of actors, but it provides an explanation for the found degree of effectiveness.

### 6.2.1 Knowing

The interviews show that all respondents know what CO24dak is and what objectives are being pursued. It is remarkable that a large number of respondents is not talking about CO24dak, but about *multifobo*. This is because the pilot CO24dak is introduced under the name *multifobo*. One respondent commented: *'I do not know what CO24dak is, but if you say so it will probably involve multifobo'*(Resp. 11).

#### Characteristics of the implementing organization

Hasenfeld (2007): Human service organizations  
Lipsky (1980): Street level bureaucracy

Figure 8: Box 2 from figure 4

Another remarkable fact is that a number of respondents did not know which organizations were in the integral approach with them. This became clear in the answer to the question *'Are there, in your opinion organizations that are missing or superfluous in the collaboration?'*. For example, a respondent states: *'Who were in there? I cannot see ..'*(Resp. 2). Two other participants (Resp. 8 and Resp. 12) hesitatingly named two network partners, and then did not know it anymore. But there is also a number of respondents that have serious suggestions about parties that they would like to involve. That some parties do not know with whom they are in the integral approach indicates that they are not actively involved in this integral approach. This has to do with the characteristic **wanting**. Section 6.2.2 is discusses this in more detail.

Although the respondents indicate that they know what CO24dak implies, it appears that there is disagreement on the implementation of the pilot. This disagreement is mainly about which things should and should not be reported. It appears that several organizations have an interest in different information. Respondents state: *'Look when Pete has a red bike today instead of a blue bicycle, then I'm not thinking oh, maybe I should call CO24. If Pete who throws red bicycle on 'the kid ' with that red bike, then I do think: Yes that's information.. you know'* (Resp. 3), and *'I think that when the behavior is striking, and often that is a negative thing, then you must report it. If someone does something good, I do not think you have to register ( .. ) when someone behaves normally you should not report it to CO24dak'* (Resp. 7). Another says: *'What is important is that there is a lot of focus on negative behavior, but positive developments are found to be normal. While these do contribute to or are doing better with young people from the group. And that is a piece of information I would like to have'* (Resp. 2). Because different organizations have different information needs and different information comes through CO24dak, participants find it difficult to determine what information they should call-in. This is visible in the following quotes: *'What do you record and what not?'* (Resp. 6) and *' ... what parts do you share, and how does that relate to privacy issues'* (Resp. 1). The participants found it difficult to determine what information is important to call-in and what information is not. The theory of Lipsky (1980) offers an explanation. He argues that the organizations for which the street-level bureaucrats (participants) work, have vague ambiguous and conflicting goals and expectations. According to Lipsky (1980), this might mean that the desired results may not be achieved, and that has been confirmed in this study. The interviews revealed that the participants on the one hand do not **know** what to call-in, because they state that the information on how to call-in and what to call-in is unclear, but the interviews show there is another aspect that plays a role: **wanting**. This will be further discussed in section 6.2.2.

### 6.2.2 Wanting

The main factor explaining the results found in Chapter 5 is **wanting**. Wanting or the willingness of participants to commit themselves to the pilot proves decisive. The interviews showed that five participants definitely want to work with CO24dak that four participants are doubtful and that four participants indicated that they definitely do not want to work with CO24dak. That a large number of participants does not want to work with CO24dak is also visible in the call-in information. A total of 38 calls in five months does not indicate benevolence. An important question that arises is: *Why* will people not work with CO24dak?

The interviews show that *trust* and *confidence* play a role (among others). Some participants state to have no confidence in the professionalism of organization X. Staff turnover in organization X would be so high that it creates distrust among some participants. The distrust in organization X would, according to a number of participants ensure that they decide to share information personally rather than through CO24dak. Respondents also state that organization X actively participates in the pilot project because of their self-interest, namely bringing in subsidies. That subsidies are a motivation to actively participate in such a project part is explained by 'the logic of collective action theory' of Olson (1982) in which he indicates that individual benefit ensures that people contribute to a collective goal. Individual benefit is achieved in this case because people keep their work and income by participating in such a project. This means that the incentive of a subsidy (other than the distrust due to high staff turnover) does not have to be seen a negative point. Indeed, it appears that both the theory of Olson (1982) and the theory of Steinel et al. (2010) applies to a large number of participants. The key word in this is *self interest*. The interviews show that several participants did not want to cooperate in CO24dak because this method allows for less *benefits* than when they personally contact other participants. Personal contact (by phone or face-to-face) is in fact more effective, when looked at strategically (Steinel et al., 2010). Through personal contact you invest in a relationship. By giving someone something personal (information) one receives personal appreciation (benefits) and it is likely that the receiver will provide information (benefits) to the information-giver in the future. The interviews show that many of the respondents are '*proself*' and only a small number of the respondents is '*prosocial*'. This means that only a small number of participants shares information with others without any problems, in other words, without (sub)consciously looking at income and expenses in a trade. The interviews revealed that many respondents prefer personal contact to a general notification. One respondent states: 'If I have something important I'll call the one who should know, I can just put it in the system with the idea like *'I hope someone reads it'* but I am someone who likes face to face contact anyway so..' (Resp. 11). The interviews revealed that people want to avoid the so-called free-riders. In other words, participants who do not show commitment, but do benefit from the efforts of others. One respondent stated: 'If I have information about Pete, I tell about Pete to X. If X calls me to share info about Pete, it works fine'. This '*proself*' behavior has had a negative effect on the overall cooperation in the municipality Twenterand .

Next to *trust* and *self-interest*, *client-interest* or *privacy of a client* is a component that affects the willingness of participants to participate in the pilot CO24dak. For clients, it is important that their data is processed with care, but this is also important for the participants. Indeed, if the trust is damaged that can be crucial in guiding a young person and/or youth. One respondent said: '*There is a great area of tension. You feel betrayed of course, if you come across something and organization X and Y organization knew about that already. And that is with the best intentions, but it is natural for*



*the customer to experience that'* (Resp. 5). This reasoning can be understood using the theory of Lipsky (1980 ). The fact is that young people from criminal youth groups often are involuntary client and show little cooperation. A trusting relation is very important in such cases. One respondent said the following: *'Yes , there was a covenant and in a way, it was in order. But there was no proper communication. People were a bit afraid to record it .. but that was also the case before'* (Resp. 9). Because people are uncertain about recording information that might privacy-sensitive, often people tried to personally share information. This may be by telephone, face-to -face during a shift or during the JWV. In this way colleagues are informed, but nothing is recorded that can be led back and the participant-client relationship cannot be harmed.

In this subsection a number of elements that affect the *wanting*, or the willingness of participants to work with CO24dak are discussed. By discussing these features, it has become clear that the willingness of people to participate affected the effectiveness of CO24dak. In addition to *knowing* and *wanting*, it is also important that people *can* work with the pilot, which is why the next section focuses on the characteristic of *being able to*.

### 6.2.3 Being able to

If people *know* what CO24dak is and they *want* to work with the pilot, but for some reason they *cannot* work with CO24dak then that will affect the desired policy outcomes. The interviews show that a number of things have happened that caused the participants to experience difficulties when working with CO24dak or even made it impossible for them to work with it. The interviews show that CO24dak for participants is only one of the many cases that the participants have to deal with in their work. People expect a lot of them, but they cannot do everything at once, so they will have to make choices. The majority of respondents indicated to have tried to work with CO24dak, but were faced with de-motivating conditions such as limited hours or a technical malfunction. One respondent stated: *'Sometimes there were some technical faults, then you called and then well.. those guys.. after 2 days you say to yourself 'just leave it''*. (Resp. 7). Another respondent states: *'I have called very often, but I either did not get a response on the phone, or the data that I passed were not recorded properly'* (Resp. 13). A number of participants indicated that the faulty processing led them to inform contacts personally. This observation fits in the theory of Lipsky on street level bureaucrats, because Lipsky argues that a lack of resources will ensure that the street- level bureaucrats (the participants) will act at their own discretion. A practical example: Company X gets very useful information about a young person in the evening, information that will change the way in which organization Y deals with the youngster. The fact that the phone line CO24dak is not available in the evening and/or that the information is not directly in the VIS2 system ensures that organization X decides to contact Organisation Y personally.

### 6.2.4 Having to

The interviews revealed that many respondents feel that they have to participate in 'someone elses' plan. They did not feel involved in the early stages of the pilot and have the feeling that something is imposed without them getting a chance to give their opinion. One respondent said the following: *'We got an e-mail and as of that day we should work with CO24... I was like .. Oh really? And why.. where did that come from? And we have to call, we have to call, we have to call'* (Resp. 3). A number of respondents indicated that they feel that they have to call so that the Safety Region can finally say that the pilot was successful. People feel that there is more emphasis on quantity rather than quality, while participants find quality more important. This partially became clear in the following quote:

*'There is now more focus on quantity rather than quality. If no one calls in information than you do not have a project, so it was very much like: people please bring some information'* (Resp. 4). The pressure that was exerted on the respondents to call more often was received as motivating by a small number of respondents. The majority however stated that this pressure had an inverted effect.

### 6.2.5 Human service organizations

In chapter 3, the participating organizations were assigned to one or two of the three categories of 'people processing', 'people sustaining' and 'people changing' based on the theory of Hasenfeld (2007) on 'Human Service Organizations'. The standard questionnaire and the interviews show that the participants of the police pilot CO24dak give remarkably low grades/scores. Especially when the obtained data of the police force is compared with the rest of the data. The police is a people-processing organization. Unlike other organizations, this is an organization of authority and penalties (based on facts). The other organizations fit, as shown in Figure 5, in the other categories. They try to maintain or increase the welfare of the clients, while the main task of the 'people processing' organization is to assign labels to people (Hasenfeld, 2007). In the case of the police assigning labels often leads to people being punished. The main difference between the police and other organizations is that the police can work based on facts, while other organizations also have an interest in other information such as the home atmosphere in one's childhood. In addition, the police has certain information that they are not allowed to share. These differences cause the police to have different information needs. Police officers have indicated that, in their opinion, too much additional information is present within CO24dak, so the system is not attractive to them.

The presence of an organization that only belongs to the organization type 'people processing', and thus has remarkably different information needs, can be an explanation for the remarkably negative reviews of the police officers.

## 6.3 Influence of environmental factors

There are three subjects that offer an explanation for the degree of effectiveness. First the environmental factor: the youth group. According to some respondents, the youth group has been excluded from the pilot for a long time, making it impossible for participants to share information. Because the pilot was only focused on the Oranjepleingroep, one could not help but share information about other young people/youth groups through the old-fashioned method, which was in person. The fact that no one actively worked with the pilot provides an explanation for the non-significant results. After all, when the process hardly changed during the pilot it is likely that the situation assessment of the pilot will hardly differ from the situation assessment before the introduction of the pilot.

Another environmental factor that is found to be of influence on the degree of effectiveness is the presence of an underlying agreement. The interviews show that not everyone is aware of the content and validity of the underlying agreement. A number of participants states that that was the reason for them to be reluctant in the use of CO24dak. This explains, partially, the limited number of call-ins.

The final environmental factor that can explain the degree of effectiveness that was found is the participation of organization X. As indicated in section 6.2.2, a number of participants indicated not to trust certain other participants. This distrust ensures that participants prefer personal contact over the making public of information for all collaborating partners (as happens with CO24dak). By doing so, the participant that is not trusted is left out of the information sharing process.



## 6.4 Sub-conclusion

In this chapter it has become clear that all the condition for successful inter-organizational cooperation are met, according to the participants. The only improvement that is desirable, is better structuring evaluations. Besides conditions, the presence of obstructive factors was also examined. This examination shows that people feel that moments to intervene are not used sufficiently. People also state that the organization to which the participant belongs is hindered by delays caused by other organizations. The presence of these inhibiting factors, and the degree of effectiveness which is found in Section 5 is explained in this section by making use of the following factors:

- The *knowing, wanting, being able to* and *having to* of actors.

It turns out that a number of respondents are not fully aware of the content of CO24dak. In addition, it turns out that the majority of the respondents do not want to work with CO24dak. This is because there is mistrust between the participating organizations and because respondents experienced more benefits from personal contact instead of using CO24dak. This is largely based on self-interest, but also on client-interest. Lastly, the lack of accessibility of CO24dak ensured that a number of respondents chose personal contact over the use of CO24dak.

- The type of organization

It appears that members of the police judge CO24dak remarkably low. This could be explained by the type of organization. The police was the only 'people processing' organization involved in this pilot. They have a different need for information than the other participating organizations, because they 'label' people. That is why the police generally do not consider the use of CO24dak to be desirable. In addition, the theory of Lipsky (1982) on 'street-level bureaucracy' gives an explanation for the found degree of effectiveness. It appears that participants filled in the pilot in their own way, because there were vague and unclear expectations, there was a lack of resources and because the clients are involuntary client.

- Environmental factors:

- o The absence of the youth group

Respondents indicate that the temporary absence of the youth group has ensured that the participating organizations could not work with CO24dak.

- o The underlying agreement

It appears that a number of respondents have been reluctant with reporting cases because they were not fully aware of the exact content of the underlying agreement.

- o The participation of organization X

Distrust towards organization X ensures that organizations preferred personal contact over the use of CO24dak.

## 7. Conclusions, recommendations and discussion

In this final chapter, the main conclusions of this study are presented. By doing so, answers to the main question: *“Is “CO24dak” as part of the integral approach toward youth in the municipality of Twenterand an effective tool for dealing with youth groups and how can this effectiveness be explained?”* will be provided step by step. Following the conclusions some recommendations are formulated which will be discussed in section 7.2. Finally, this chapter closes with a discussion, or a critical reflection on the research.

### 7.1 Conclusions

Before answers to the main question can be provided, the sub-questions of this research are briefly discussed.

1. In what ways does CO24dak attempt to contribute to more effectiveness in tackling youth groups?

CO24dak complements existing policies and focused on a better flow of information between the network partners. The goal of CO24dak is to increase the perspective of action of the collaboration partners by sharing actual and factual information. This research made this measurable by focusing on the *quality of information*, the *quantity of information* and the *effectiveness of intervention*.

2. *What characteristics that contribute to the effectiveness of an integral approach can be found in literature?*

Based on the literature, the following conditions for a successful integral approach are made:

1. The most appropriate person acts as director.
  2. There is a party that inspires and encourages the participants.
  3. All parties benefit from the collaboration.
  4. There is a culture of cooperation based on equality and respect for the autonomy and expertise of other parties.
  5. The objectives are clearly substantiated in advance.
  6. In retrospect, the results achieved are evaluated.
  7. There is a good knowledge and information position both as regards the nature, extent and dynamics of security and also regarding the expected or actual results of policies.
3. *According to literature, why are preferred results of an integral approach sometimes not achieved?*

The literature cites a number of factors that influence the policy outcome. In other words, elements that can ensure that desired results are not achieved. The achievement of desired results is primarily depending on the characteristics of the actors. Here, the following questions are important: *Do people know what the policy is? Do they want to work with it? Can they work with it? Do they have to work with it?* The answers to these questions influences the policy outcome. In addition to these characteristics of the actors, the characteristics of the policy and the policy theory, organizational characteristics and environmental factors should be taken into account. All these factors affect the whether or not achieving of the desired policy outcome, which in the case of this study means: an effective integral approach.

4. *To what extent was the pilot CO24dak effective in dealing with youth groups in the municipality of Twenterand?*

The quantitative survey shows that both the quality of information, the quantity of information and the effectiveness of intervention are on average judged not significantly better or worse during CO24dak than before the introduction of CO24dak by the participants. The qualitative data shows that lack of accessibility affects the user experience for the participants, the speed at which information is introduced, and thus to the timeliness of information available to the participants. In addition to the limited hours it became clear that technical problems have also caused problems. People have used the number a total of 38 times in five months. This number indicates that there has been made little use of CO24dak and that reinforces the conclusion that stems from the quantitative data: CO24dak had no significant contribution to tackling youth groups in the municipality of Twenterand.

5. *How can the (not) realizing of the preferred results of CO24dak in the municipality of Twenterand be explained?*

The main reason for not achieving the desired policy outcomes of CO24dak is the fact that the participants have hardly worked with CO24dak. The data show that there are several reasons why people did not use the pilot much. *Lack of knowledge* and *not wanting to work* with the pilot turned out to be the key explanations. The lack of knowledge means that one does not know exactly what is expected of them. The various organizations pursue divergent goals and have different information needs. These things are confusing for the participant and have led to the participants deciding to do nothing. This is related to *not wanting to work* with the pilot. It turns out that the participants show little to no willingness to cooperate with CO24dak. Explanations are: mutual distrust, self-interest and the interest of the participant or the privacy of the client. Additionally, practical matters such as technical problems and limited hours prove to be de-motivating to the participants. The same goes for the way they introduced the pilot. Because the participants were not involved in the launch of the pilot they felt - from the beginning - little connection to the pilot. Because the Safety Region motivated them to call more, a number of participants became more connected with the pilot, but for the majority of the participants this just backfired. Finally, three environmental factors played a role, namely, the long absence of the youth group, the ambiguity of the agreement and participation of organization X.

## 7.2 Recommendations

In this section, recommendations are made to improve the pilot CO24dak. These recommendations are based on data obtained from the pilot in the municipality of Twenterand. These recommendations are improvement opportunities for continuing CO24dak in Twenterand but are also applicable in the set-up of CO24dak in another municipality. The recommendations are listed in random order.

- Before the start of CO24dak there should be a good foundation. Network partners need to know with which other network partners they have to work within the integral approach. The network partners should respect and trust each other. When this is not the case personal contact will be preferred over the sharing of information to the collective and that is not desirable.

- Directly and actively involve the participants who will be working with CO24dak in the introduction period of the pilot.
- Make sure that participants are aware of the context of CO24dak. It is important for participants to know what is expected of them. They need to know what issues should be reported, what the underlying agreement is exactly and how they should handle the privacy of the customer.
- Make sure that participants know where they stand. The change of the project name multifobo to CO24dak was not picked up by anyone. In addition, the name implies (Cooperative, 24/7, Parts of Current Knowledge) that the service is accessible 24/7. This is confusing and demotivating for participants.
- If there are limited opening hours, it is desirable that participants have the possibility of getting their message recorded by an answering machine, so they can still tell their story without doing additional work.
- It is useful to focus on the development of an added element within CO24dak which ensures that participants who do report, encounter *personal* benefits. Personal benefits encourages people to participate and prevents free-riders.
- Provide a structured evaluation. The number of times that this evaluation needs to take place depends on the situation, existing problems and needs of the participants. While evaluating, issues can be clarified and adapted or refined if necessary. It is of importance that all participants are present.

## 8. Discussion

This research has to cope with some limitations. These limitations have an (undesired) effect on the results of the study and should therefore be discussed.

This research focuses on the assessment and explanation of the effectiveness of the instrument CO24dak in addressing youth groups in the municipality of Twenterand. This research has discussed these issues in a way that did not take the size, diversity and the presence of the youth group itself into account. This means that it is not clear what practical changes CO24dak has had in the youth group itself. This choice was deliberately made because of a lack of time and resources, but nevertheless can be viewed as a limitation of this study. In addition, during the interviews it became clear that the youth group and members of the youth group were not very active during the pilot. This may have affected the degree of effectiveness. When there is no information to call in, people are not able to work with the pilot. When the youth group would have been more active this would strengthen the found results in this study.

After the data analysis two other limitations came to light. Based on the analyzed data it became clear that the formation of theory as shown in the theoretical framework, should be supplemented. It is not common to do this, but given the importance of the additional theory in this study this has been done anyway. If it was clear in advance that the additional theory of (among others) Olson (1982) applied to the use of CO24dak, the research would be set-up differently. However, this was only noticeable after the data analysis and due to lack of time and resources, this theory was only applied superficially. This must be taken into account when conducting additional research on the effectiveness of CO24dak in Twenterand or in another municipality.

Finally, there is an assumption that participants gave desirable answers during the interviews and in the standard questionnaire. This assumption is based on the quantity of data and call-in information that participants deliberately gave 'off the record'. A reason for this behavior may be that this research will be made public. When conducting the data analysis an effort was made to take this into account.

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## Appendix 1: Interview opzet: Evaluatie CO24dak

### *Inleiding:*

- *Voorstellen interviewer.*
- *Korte uitleg over het onderzoek.*
- *Vragen of de respondent er bezwaar tegen heeft dat het gesprek wordt opgenomen.*
- *Aangeven dat de respondent anoniem zal blijven en dat naam + organisatie niet worden gekoppeld aan citaten.*
- *Vragen naar korte omschrijving werkzaamheden en functie respondent.*

### *Interview vragen:*

1. **Weet** u wat CO24dak inhoudt en welke doelstellingen CO24dak nastreeft?
2. Staat u achter de beoogde doelen van CO24dak? Waarom wel/niet?
3. **Wilt** u gebruik maken van de mogelijkheden van CO24dak? Zo niet: waarom niet?
4. Zijn er (persoonlijke dan wel algemene) redenen waarom u niet **kan** werken met het instrument CO24dak?
5. Hoe omschrijft u het doel van de integrale aanpak waar uw organisatie deel van uitmaakt?
6. Hoe omschrijft en beoordeelt u de manier van evalueren van de gerealiseerde resultaten?
7. Zijn er naar uw mening organisaties die missen of overbodig zijn in de samenwerking?
8. Is er sprake van een initiatief nemende partij of organisatie die uw organisatie enthousiasmeert, aanmoedigt en hiermee een bepaalde kant op stuurt? Zo ja; wie?
9. Tegen welke problemen bent u aangelopen tijdens het werken met CO24dak?
10. Kunt u voorbeelden noemen van successen/voortuitgangen die zijn geboekt door het gebruik van CO24dak?

### *Afsluitende vraag:*

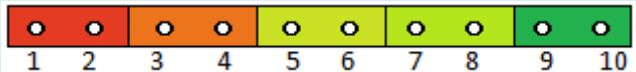
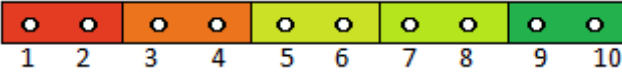
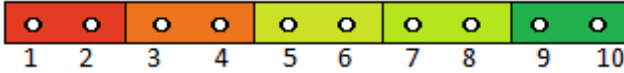
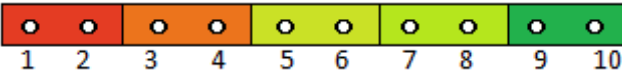
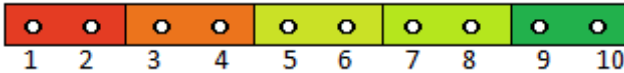
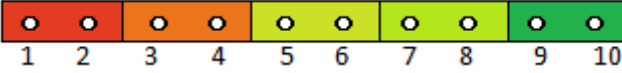
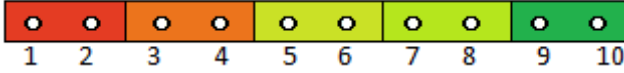
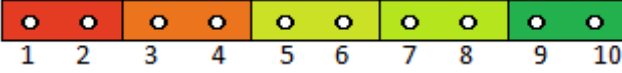
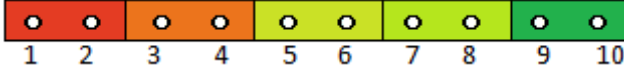
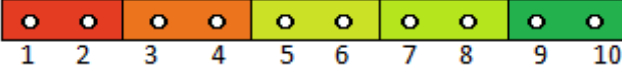
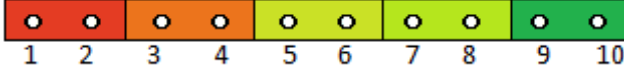
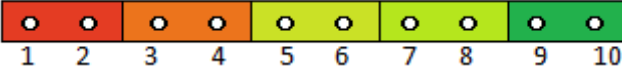
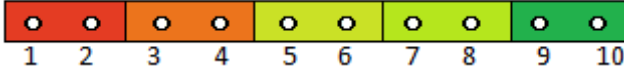
11. Heeft u ideeën over eventuele verbeterpunten bij de inzet van CO24dak?

### *Afsluitende tekst:*

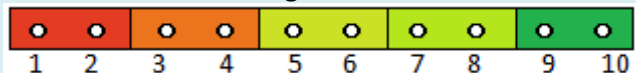
Hiermee zijn we aan het einde gekomen van dit interview. Heeft u nog vragen aan mij of op- of aanmerkingen over de pilot CO24dak die nog niet aan de orde zijn gekomen in dit interview? (..) Dan wil ik u graag bedanken voor uw tijd en medewerking. Indien u bent geïnteresseerd in het eindverslag van dit onderzoek, kan ik u deze te zijner tijd mailen.



## Appendix 2: Vragenlijst 'Situatievergelijking vóór en tijdens CO24dak'

	Vóór CO24dak	CO24dak
<p>Bij de beantwoording van de volgende vragen is het antwoordmodel als volgt:</p>  <p>De nummering van de schaal betekent het volgende:            1-2: Slecht            3-4: Matig            5-6: Voldoende            7-8: Ruim voldoende            9-10: Goed</p>		
1. Hoe beoordeelt u de mate waarin de gemeente initiatief neemt, aanmoedigt, enthousiasmeert en stuurt?		
2. Hoe beoordeelt u de actualiteit van de informatie die u van andere organisaties krijgt?		
3. Hoe beoordeelt u de afstemming tussen samenwerkingspartners aangaande interventies?		
4. Hoe beoordeelt u de algemene samenwerking tussen uw organisatie en de andere organisaties?		
5. Hoe beoordeelt u de kwaliteit van de informatie die uw organisatie ontvangt van de samenwerkende organisaties?		
6. Hoe beoordeelt u de kwantiteit van de informatie die uw organisatie ontvangt van de samenwerkende organisaties?		

Bij de beantwoording van de volgende vragen is het antwoordmodel als volgt:



De nummering van de schaal betekent het volgende:

1-2: Helemaal niet mee eens

3-4: Niet mee eens

5-6: Neutraal

7-8: Mee eens

9-10: Helemaal mee eens

7. De gemeente voert de regierol op het gebied van lokale veiligheid naar behoren uit.		
8. Momenten om in te grijpen worden maximaal benut.		
9. Er is sprake van gelijkwaardigheid tussen alle betrokken partijen.		
10. Er is respect voor de autonomie en bijzondere expertise van alle betrokken partijen.		
11. Uw organisatie wordt gehinderd door vertraging die andere organisaties veroorzaken.		
12. Tussen de samenwerkende organisaties is sprake van een gedeeld gevoel van urgentie.		
13. Welk cijfer zou u de eerdere aanpak geven en welk cijfer de pilot CO24dak?		

### Appendix 3: Vragenlijst backoffice

Vragenlijst Jeugdgroep				
Nr	Veld	Toelichting		Opmerking LS
1.	Jeugdgroep	Melding over bekende jeugdgroep	Verplicht, melding als niet gevuld.	Ofwel als veld, misschien als 2 verschillende checklists
2.	Datum gesprek		Verplicht, melding als niet gevuld.	metadata: startDateTime
3.	InstellingID	Deze kan wellicht worden gevuld met een vaste waarde.	Verplicht, melding als niet gevuld.	Vaste waarde in FoBo, parameter in koppeling
4.	Naam instelling	Deze kan wellicht worden gevuld met een vaste waarde.		Vervalt
5.	MedewerkerID	Vaste waarde of te achterhalen uit VIS2.	Verplicht, melding als niet gevuld.	Metadata: polliceOfficer -> dienstnr
6.	Naam medewerker	Vaste waarde of te achterhalen uit VIS2.		Metadata: policeOfficer -> name
7.	GroepID	Te achterhalen uit VIS2.	Verplicht, melding als niet gevuld.	
8.	Groepnaam	Te achterhalen uit VIS2.		
9.	Is er sprake van overlast?	Beachrijf de situatie ook als deze rustig is		
10.	Lokatie	Exacte lokatie		
11.	Is er sprake van geweld of dreiging?	Melding politie?		
12.	Wie zijn aanwezig?	Identiteit bekend?		
13.	Middelengebruik?	Alcohol, drugs, medicatie, etc.		
14.	Voertuigen aanwezig	Merk, kenteken		
15.	Zijn er kinderen beneden 14 jaar aanwezig?	Identiteit bekend?		

16.	Zijn er volwassenen boven 21 jaar aanwezig?	Identiteit bekend?		
17.	Beschrijf het zichtbare, hoorbare gedrag.			
18.	Social media	Is er aanvullende informatie bekend via Social media?		
19.	Notitie/mutatie	Vrije tekst.	Verplicht, melding als niet gevuld.	Metadata: checklist Notes (let op; niet call notes)

## Appendix 4: Verantwoording interviewvragen en vragenlijst

Randvoorwaarden die de kans op een succesvolle interorganisatorische samenwerking vergroten.	Vragen en stellingen geformuleerd op basis van de randvoorwaarden
1. De meest geschikte persoon vervult de regierol.	De gemeente voert de regierol op het gebied van lokale veiligheid naar behoren uit ( <b>vraag 7</b> – vragenlijst)
2. Er is een partij die de deelnemers enthousiasmeert en stimuleert.	Hoe beoordeelt u de mate waarin de gemeente initiatief neemt, aanmoedigt, enthousiasmeert en stuurt? ( <b>vraag 1</b> – vragenlijst) Is er sprake van een initiatief nemende partij of organisatie die uw organisatie enthousiasmeert, aanmoedigt en hiermee een bepaalde kant op stuurt? Zo ja; wie? (vraag 8 – interview)
3. Alle partijen hebben baat bij de samenwerking.	Hoe beoordeelt u de algemene samenwerking tussen uw organisatie en andere organisaties? ( <b>vraag 4</b> – vragenlijst) Tussen de samenwerkende organisaties is een gedeeld gevoel van urgentie ( <b>vraag 12</b> – vragenlijst) Zijn er naar uw mening organisaties die missen of overbodig zijn in de samenwerking? (vraag 7 – interview)
4. Er is sprake van een cultuur waarin wordt samengewerkt op basis van gelijkwaardigheid en met respect voor de autonomie en expertise van andere partijen.	Er is sprake van gelijkwaardigheid tussen alle betrokken partijen ( <b>vraag 9</b> – vragenlijst) Er is respect voor de autonomie en bijzondere expertise van alle betrokken partijen ( <b>vraag 10</b> – vragenlijst)
5. Vooraf wordt helder onderbouwd wat de doelstellingen zijn.	Weet u wat CO24dak inhoudt en welke doelstellingen CO24dak nastreeft? (Vraag 1 – interview) Hoe omschrijft u het doel van de integrale aanpak waar uw organisatie deel van uitmaakt (vraag 5 – interview)
6. Achteraf worden de gerealiseerde resultaten geëvalueerd.	Hoe omschrijft en beoordeelt u de manier van evalueren van de gerealiseerde resultaten (vraag 6 – interview)
7. Er is een goede kennis- en informatiepositie enerzijds met betrekking tot aard, omvang en achtergronden van veiligheidsproblemen en anderzijds met betrekking tot te verwachten of gerealiseerde resultaten van beleid.  (Ministerie van Binnenlandse Zaken en Koninkrijksrelaties, 1999, p. 20)	Hoe beoordeelt u de kwaliteit van de informatie die uw organisatie ontvangt van de samenwerkende organisaties? ( <b>vraag 5</b> – vragenlijst) Hoe beoordeelt u de kwantiteit van de informatie die uw organisatie ontvangt van de samenwerkende organisaties? ( <b>vraag 6</b> – vragenlijst) Hoe beoordeelt u de actualiteit van de informatie die u van andere organisaties krijgt? ( <b>vraag 2</b> – vragenlijst)
Belemmerende factoren bij een integrale aanpak.	Hoe beoordeelt u de afstemming tussen samenwerkingspartners aangaande interventies? ( <b>vraag 3</b> – vragenlijst) Momenten om in te grijpen worden goed benut? ( <b>vraag 8</b> – vragenlijst) Uw organisatie wordt gehinderd door vertraging die andere

	organisaties veroorzaken? ( <b>vraag 11</b> – vragenlijst)
Actoren: kenmerken van uitvoerders.	<p>Staat u achter de beoogde doelen van CO24dak? Waarom wel/niet? (Vraag 2 – interview)</p> <p>Wilt u gebruik maken van de mogelijkheden van CO24dak? Zo niet: waarom niet? (Vraag 3 – interview)</p> <p>Zijn er (persoonlijke dan wel algemene) redenen waarom u niet kan werken met het instrument CO24dak? (Vraag 4 – interview)</p>

## Appendix 5: Data Vragenlijst 'Situatievergelijking vóór en tijdens CO24dak'

Vraag	1	2	3	4	5	6	7	8	9	10	11	12	13
<b>Resp. 1</b>													
Tijdens	8	8	8	7	8	8	8	6	7	7	6	8	9
Voor	7	6	5	7	6	6	8	6	7	7	6	8	7
Verschil	1	2	3	0	2	2	0	0	0	0	0	0	2
<b>Resp. 2</b>													
Tijdens	8	8	8	9	8	7	7	7	6	7	6	8	8
Voor	7	7	7	8	8	7	7	7	6	7	6	8	7
Verschil	1	1	1	1	0	0	0	0	0	0	0	0	1
<b>Resp. 3</b>													
Tijdens	6	7	7	7	7	5	7	5	5	8	5	7	7
Voor	6	7	7	6	7	4	7	4	5	7	6	6	7
Verschil	0	0	0	1	0	1	0	1	0	1	-1	1	0
<b>Resp. 4</b>													
Tijdens	8	6	8	7	6	7	7	6	8	8	8	7	6
Voor	7	6	8	7	6	7	7	6	8	8	8	7	7
Verschil	1	0	0	0	0	0	0	0	0	0	0	0	-1
<b>Resp. 5</b>													
Tijdens	7	9	9	9	9	9	7	8	9	7	4	9	8
Voor	7	9	9	9	9	9	7	8	9	7	4	9	8
Verschil	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Resp. 6</b>													
Tijdens	9	8	8	8	8	8	8	7	7	7	8	8	6
Voor	9	8	8	8	8	8	8	7	7	7	8	8	8
Verschil	0	0	0	0	0	0	0	0	0	0	0	0	-2
<b>Resp. 7</b>													
Tijdens	9	8	8	7	9	9	9	5	8	4	9	8	9
Voor	9	6	8	7	8	7	9	5	7	4	9	8	8
Verschil	0	2	0	0	1	2	0	0	1	0	0	0	1
<b>Resp. 8</b>													
Tijdens	5	7	8	8	8	6	7	7	7	7	8	7	8
Voor	5	7	7	7	7	6	7	7	7	7	7	7	7
Verschil	0	0	1	1	1	0	0	0	0	0	1	0	1
<b>Resp. 9</b>													
Tijdens	7	7	7	7	7	7	9	6	8	8	6	6	6
Voor	7	9	9	9	7	7	9	5	8	8	6	7	8
Verschil	0	-2	-2	-2	0	0	0	1	0	0	0	-1	-2
<b>Resp. 10</b>													
Tijdens	7	6	7	7	6	6	7	6	7	7	5	7	8
Voor	7	6	7	7	6	6	7	6	7	7	5	7	7

Verschil	0	0	0	0	0	0	0	0	0	0	0	0	1
<b>Resp. 11</b>													
Tijdens	4	4	4	6	6	4	4	4	7	7	8	5	6
Voor	4	4	4	6	6	4	4	4	7	7	8	5	6
Verschil	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Resp. 12</b>													
Tijdens	7	4	5	7	4	4	7	7	5	7	8	8	7
Voor	7	4	5	7	4	4	7	7	5	5	8	8	6
Verschil	0	0	0	0	0	0	0	0	0	2	0	0	1
<b>Gem. Tijdens</b>	7.1	6.8	7.3	7.4	7.2	6.7	7.3	6.2	7	7.0	6.8	7.3	7.3
<b>Gem. Voor</b>	6.8	6.6	7	7.3	6.8	6.3	7.3	6	6.9	6.8	6.8	7.3	7.2
<b>Gem. Verschil</b>	0.3	0.2	0.3	0.1	0.4	0.4	0.0	0.2	0.1	0.2	0	0	0.1



## Appendix 6: Vragenlijst 'Situatievergelijking vóór en tijdens CO24dak': Significantie van gemiddelde verschillen bepaald.

Paired Samples Test									
		Paired Differences					t	df	Sig. (2-tailed)
		Mean	Std. Deviation	Std. Error Mean	95% Confidence Interval of the Difference				
					Lower	Upper			
Pair 1	Score1tijdens - Score1voor	,25000	,45227	,13056	-,03736	,53736	1,915	11	,082
Pair 2	Score2tijdens - Score2voor	,25000	1,05529	,30464	-,42050	,92050	,821	11	,429
Pair 3	Score3tijdens - Score3voor	,25000	1,13818	,32856	-,47317	,97317	,761	11	,463
Pair 4	Score4tijdens - Score4voor	,08333	,79296	,22891	-,42049	,58716	,364	11	,723
Pair 5	Score5tijdens - Score5voor	,33333	,65134	,18803	-,08051	,74717	1,773	11	,104
Pair 6	Score6tijdens - Score6voor	,41667	,79296	,22891	-,08716	,92049	1,820	11	,096
Pair 8	Score8tijdens - Score8voor	,16667	,38925	,11237	-,08065	,41398	1,483	11	,166
Pair 9	Score9tijdens - Score9voor	,08333	,28868	,08333	-,10008	,26675	1,000	11	,339
Pair 10	Score10tijdens - Score10voor	,25000	,62158	,17944	-,14493	,64493	1,393	11	,191
Pair 11	Score11tijdens - Score11voor	,00000	,42640	,12309	-,27092	,27092	,000	11	1,000
Pair 12	Score12tijdens - Score12voor	,00000	,42640	,12309	-,27092	,27092	,000	11	1,000
Pair 13	Score13tijdens - Score13voor	,16667	1,26730	,36584	-,63854	,97187	,456	11	,658

**Paired Samples Statistics**

		Mean	N	Std. Deviation	Std. Error Mean
Pair 1	Score1tijdens	7,0833	12	1,50504	,43447
	Score1voor	6,8333	12	1,40346	,40514
Pair 2	Score2tijdens	6,8333	12	1,58592	,45782
	Score2voor	6,5833	12	1,62135	,46804
Pair 3	Score3tijdens	7,2500	12	1,42223	,41056
	Score3voor	7,0000	12	1,59545	,46057
Pair 4	Score4tijdens	7,4167	12	,90034	,25990
	Score4voor	7,3333	12	,98473	,28427
Pair 5	Score5tijdens	7,1667	12	1,46680	,42343
	Score5voor	6,8333	12	1,33712	,38599
Pair 6	Score6tijdens	6,6667	12	1,72328	,49747
	Score6voor	6,2500	12	1,60255	,46262
Pair 7	Score7tijdens	7,2500 <sup>a</sup>	12	1,28806	,37183
	Score7voor	7,2500 <sup>a</sup>	12	1,28806	,37183
Pair 8	Score8tijdens	6,1667	12	1,11464	,32177
	Score8voor	6,0000	12	1,27920	,36927
Pair 9	Score9tijdens	7,0000	12	1,20605	,34816
	Score9voor	6,9167	12	1,16450	,33616
Pair 10	Score10tijdens	6,8333	12	1,19342	,34451
	Score10voor	6,5833	12	1,24011	,35799
Pair 11	Score11tijdens	6,7500	12	1,60255	,46262
	Score11voor	6,7500	12	1,48477	,42862
Pair 12	Score12tijdens	7,3333	12	1,07309	,30977
	Score12voor	7,3333	12	1,07309	,30977
Pair 13	Score13tijdens	7,3333	12	1,15470	,33333
	Score13voor	7,1667	12	,71774	,20719

a. The correlation and t cannot be computed because the standard error of the difference is 0.