University of Twente

Faculty Behavioral, Management and Social Sciences (BMS)

'Administrative merger between municipality Dinkelland and municipality Tubbergen''

C.J.J. Vennegoor

Supervisors University of Twente
1. Dr. Veronica Junjan
2. Prof. Dr. Rene Torenvlied

Supervisors Noaberkracht Dinkelland Tubbergen
1. Gerard Mensink
2. Edwin ten Hove

''Administrative merger between municipality Dinkelland and municipality Tubbergen''

Author: Coen (CJJ) Vennegoor

University of Twente

Faculty Behavioral, Management and Social Sciences (BMS)

Public Administration - Public Management

c.j.j.vennegoor@student.utwente.nl

Supervisors:

University of Twente

1. Dr. Veronica Junjan
2. Prof. Dr. Rene Torenvlied

Noaberkracht Dinkelland Tubbergen

1. Gerard Mensink
2. Edwin Ten Hove

Date: November 23rd 2015, Ootmarsum

Status: definitive version

Preface

This thesis is written in part of my training in Public Administration with a specialization in Public Management at the University of Twente.

After my graduation of the bachelor Business Administration at Saxion based in Enschede, I decided to take my education to the next level at the University of Twente. Before I could start with the master Public Administration, I had to successfully complete the pre-master, with mostly methodology courses, and a few courses specifically designed courses for Public Administration.

In my opinion, the level of education is more interesting at University Twente in comparison to my bachelor at Saxion. In addition, the level and variety of different literature has been an enrichment for my knowledge.

I would like to thank a number of persons, who have contributed to the realization of this master thesis. First of all, I would like to thank my first and second supervisor, dr. Veronica Junjan and prof. dr. René Torenvlied, for intensively guiding me during this study. Also, I would like to thank my supervisors from Noaberkracht Dinkelland Tubbergen for the possibility of access to conduct my study at a public organization. Also, their contribution to this thesis is greatly appreciated, and I would like to take this opportunity to thank the management employees for the ability to interview them.

Finally, I would like to thank my family, especially my parents, for the support and motivation they have given during my whole study period.

Ootmarsum, November 23rd 2015.

C.J.J. Vennegoor

Summary

In the Netherlands, inter-municipal collaboration has been developing increasingly in different settings. Municipality Dinkelland and municipality Tubbergen have decided to collaborate in the form of an administrative merger since the start of 2013. A pooling of both administrative capacities regarding all municipal policies and regulations, administrative and supportive tasks, with maintaining political and managerial independency (Laar, 2010). For both municipalities, there are a multiple reasons for this inter-municipal collaboration, such as maintaining managerial power, increase municipality size (number of serving citizen), achieve synergy benefits and counteract for ICT threats.

This study focus is towards the performances of Noaberkracht since the start in 2013. Firstly, how do targets develop according to documents from Noaberkracht, and secondly, how do management employees experience the administrative merger. Employees are asked about three core topics: questions specifically about collaboration between two organizations, questions about (organizational) targets, and questions that cover the fact how managers deal with performance measurement. Therefore, the following main research question is composed:

How do the performances of 'working organization Noaberkracht Dinkelland Tubbergen'' develop after the administrative merger of the municipalities?

A combination of strategies is used to answer the main question:
1) Multiple progress reports are analyzed that contain information about targets of Noaberkracht. These targets have been set before the start of the organizations, and have periodically reviewed.
2) Interviews with management employees of Noaberkracht, according to an interview protocol (see appendix B). The aim is to obtain an image about the perceptions of managers about the administrative merger. In total, 14 management employees have been interviewed. The interviews have been recorded, typed and analyzed according to a code scheme (see appendix D).

Based on the progress reports and the interviews, the following results are drawn. According to the results of this study, it can be concluded that the performances of Noaberkracht Dinkelland Tubbergen are developing positively. Firstly, the experiences about the administrative merger of the respondents are generally positive. Two combined administrative organizations create a greater capacity, which leads to less vulnerability.

Present targets established by Noaberkracht, are often deemed necessary according to the respondents. It should be noted that targets are not linked to period of time. Also, some of the targets are described too general, while it might be needed to specifically create a target per department.

The results showed that Noaberkracht sufficiently deals with performance measurements. The respondents indicate that targets are created through discussions with management, managers and employees at an operational level. In addition, the possibility exists to change targets throughout the year, if sufficient explanation is given.

1. Introduction

Municipalities in the Netherlands face major and multiple challenges in the near future. An example is the decision from the central government to decentralize multiple tasks. This process has started from 2015, and municipalities will become responsible for youth care, healthcare for elderly and employment and income[1]. Currently, the responsibility for these three tasks lies at the central government. To support the municipalities with these three major tasks, the government of domestic affairs and kingdom relations has created a (web) platform, to answer possible questions related to the decentralization. Municipalities in the Netherlands need to handle this decentralization, and it will probably require changes at a managerial, administrative and financial level. In addition to the decentralization process, government agencies are viewed as business-like institutions which need to meet the demands of their customers, have to compete with each other for resources and they will be judged on their performance, preferably expressed in quantifiable goals (Hulst & Montfort, 2007). Developments from multiple perspectives result in ongoing challenges for municipalities. In literature there are multiple strategies how to face these challenges. One of these strategies is inter-municipal collaboration, and this will be the central topic in this research.

In the Netherlands, inter-municipal collaboration has been developing increasingly in different settings. According to Zwaan (2005), collaboration between municipalities arise in two forms. First, the central government regulates inter-municipal collaboration (top-down approach). The reason behind this mandated regulation is to maintain the (democratic) control at collaborative settings, and to prevent a fourth managerial level. Second, municipalities try collaborate at a voluntarily basis (bottom-up approach).

Also for municipalities Dinkelland and Tubbergen, there are multiple underlying reasons to think about a possible collaboration. Both municipalities have thought about a managerial merger. A requirement for a managerial merger was that all political parties should agree. Although a majority of the political parties agreed, a managerial merger was not feasible. A reason to reject a managerial merger for some parties were there was no support from the community as a whole. However, it appeared that a merger at administrative level was feasible. Therefore, municipality Dinkelland expressed in their

---

[1] http://www.rijksoverheid.nl/onderwerpen/gemeenten/decentralisatie-van-overheidstaken-naar-gemeenten

college program, and municipality Tubbergen in their coalition agreement, to intensify collaboration between both municipalities.

Dinkelland

There are 26.000 citizen living in municipality Dinkelland[2], it counts one city (Ootmarsum), and eight villages (Denekamp, Deurningen, Tilligte, Noord-Deurningen, Lattrop, Rossum, Saasveld and Weerselo), and six neighborhoods (Breklenkamp, Klein Agelo, Groot Agelo, Het Stift, Nutter and Oud Ootmarsum). The surface of the whole municipality is 176 square meters.

Tubbergen

Municipality Tubbergen has approximately 21.000 citizens', with eight villages (Tubbergen, Albergen, Geesteren, Fleringen, Harbrinkhoek-Mariaparochie, Langeveen, Manderveen, Reutum and Vasse) and counts three neighborhoods (Haarle, Hezingen and Mander). In total, municipality Tubbergen surface is 147 square meters. Below (figure 1) one can find key figures per 1-1-2010, that have been used regarding a first screening for an inter-municipal collaboration between municipalities Dinkelland and Tubbergen.

Tabel: Enkele kengetallen (per 1-1-2010)	Tubbergen	Dinkelland
Aantal inwoners	21.152	26.056
Oppervlakte (km²)	147	176
Aantal kernen (incl. buurtschappen)	12	15
Aantal raadsleden	19	21
Aantal raadsfracties	3	4
Aantal wethouders	3	4
Aantal medewerkers (Fte)	146	203*

* inclusief gemeentelijk zwembad en buitendienst

Figure 1: Dinkelland & Tubbergen. ''1+1=3: Een verkenning naar samenwerking Tubbergen-Dinkelland (2011'').

Noticeable to this collaboration, is the years of existence of municipality Dinkelland. Municipality Dinkelland is caused by a forces reclassification in 2001 of the former municipalities Weerselo, Ootmarsum and Denekamp. Preparations at administrative level before the actual reclassification have been completed, however, the preparation time of three and a half months was relatively low. At January 1th, a new municipality was created that functioned from three different locations. In addition, working methods were not, or

---

[2]http://www.cbs.nl/NR/rdonlyres/68092452-2D41-416C-B5D5-C77737DBDE80/0/demografischekerncijfers2014.pdf

barely, matched. Examples of discussions between municipalities were; the locations of the community home, the name of the municipality and the positions within the organization.

Noaberkracht

Starting at January 1, 2013, a mutual arrangement in the form of an administrative merger was a fact, under the name: ''Noaberkracht Dinkelland Tubbergen'' (After this: ''Noaberkracht''). A pooling of both administrative capacities regarding all municipal policies, administrative and supportive tasks, with maintaining the political and managerial independency (Laar, 2010). For both municipalities, there are a multiple reasons for this inter-municipal collaboration, such as maintaining managerial power, increase municipality size (number of serving citizen), achieve synergy benefits and counteract for ICT threats.

These are the main reasons for both municipalities to intensify inter-municipal collaboration, by means of an administrative merger. Before the start of this administrative merger, both municipalities have set goals, and these goals have been assessed in June 2013, November 2013, and April 2014 and November 2014[3]. It needs to be noted that some of the goals are (partially) achieved, during the time span of this thesis.

- Reduction of management employees: a reduction of 30% of fulltime management employees, in comparison to both separated municipalities.
- Standardization of policies and regulations: an expected efficiency advantage of executive tasks through standardization of policies and regulations. 65% of all regulations and 50% of all policies are expected to be harmonized.
- Cost savings due to a reduction in the number of (ICT) applications of 40%, a substantial advantage is expected.
- Improve service quality: the aim is to improve service quality over the entire width with 10%.

---

[3] Documents of Noaberkracht Dinkelland Tubbergen: Progess reports of June 2013, November 2013, April 2014 and November 2014.

- Financial savings (at this moment 2,5 million euros). Structural savings that are expected to be accomplished by 2017 per year. This financial number has been increased multiple times since the start of Noaberkracht.

Starting with a reduction of the fulltime employees of the management, standardization of policies and regulations, reduction of the ICT applications, improvement of the quality of service delivery and finally a structural financial savings. However, these goals are not independent from one another. Financial savings may be the result of efficiency benefits. Or these goals may be in conflict, for example a reduction of fulltime employees and an improvement of the service delivery. How to improve the service delivery with less employees? This research takes a critical look regarding the goals that are set by both municipalities, and it tries to determine other performance indicators that might be important regarding an inter-municipal collaboration.

The next chapter describes the research problem, the aim of the research, and the main- and sub questions.

2. Research problem

2.1 Aim of research

The main aim of this research is to create a measuring device for 'working organization Noaberkracht' that monitors the progress of the administrative merger at a reliable and valid level, according to the perceptions of management employees. The emphasis of the perceptions lie at the internal organization of Noaberkracht Dinkelland, and not the performances of the community as a whole. In addition, this research also focusses towards other criteria that may be important for an inter-municipal collaboration, rather than only the targets set by the municipality itself. Therefore, determination of the performance criteria is important. This because an administrative merger probably asks for specific performance indicators that are different in comparison of a classic merger or reclassification.

2.2 Research question and sub questions

The main research question of this research:

How do the performances of 'working organization Noaberkracht Dinkelland Tubbergen'' develop after the administrative merger of the municipalities?

To give a clear answer to this main questions, there are three sub questions formulated:

1. Which types of (organization) collaboration forms can be distinguished (in literature) and what dimensions of collaboration are relevant within the 'working organization Noaberkracht Dinkelland Tubbergen'?
2. How can working organization Noaberkracht Dinkelland Tubbergen monitor the performances of the collaboration according to the perceptions of employees?

2.3 Social and scientific relevance

As explained in the first chapter of this thesis, municipalities in the Netherlands face many challenges, with more complex tasks. In addition, municipalities need to adapt to a changing society. Inter-municipal collaboration may offer solutions to adapt more easily to these changing circumstances. One might find a positive trend in the number of inter-municipal collaborations in the Netherlands. But how do these inter-municipal collaborations perform? Hence, identifying performances of inter-municipal collaborations might help to improvements. Probably, this scientific study is difficult to generalize to other inter-municipal collaborations (or administrative mergers), however it might help to identify possible issues for other municipalities.

This study combines two strategies to obtain answers about the performances of two organizations that collaborate. This study tries to contribute, not only through performances expressed in numbers, but also through experiences directly from practice. It tries to identify (organizations) issues regarding collaborating or merging, and tries to specify the struggles managers have to deal with. Therefore, this study tries to have a small contribution to scientific literature.

2.4   Outline

This thesis is formed around six chapters. The following chapter focusses on the theoretical and empirical model. Topics of attention are (1) coordination and collaboration models, (2) collaboration between organizations in the public sector and (3) performance measurement in the public sector. Chapter three concludes with three expectations and a theoretical model for clarification. The methodology of this study is explained in chapter four, with explanations of the kind of study, case selection, data analysis and data collection. Chapter five displays the results of this case study. All three expectations and sub questions are covered in this chapter. Chapter six closes this thesis with the answer of the main question, and a conclusion.

3. Literature

This chapter starts with a description of three coordination's models, hierarchy, network and market. In addition, multiple models of collaboration, and the consequences of collaboration will be discussed. Secondly, this chapter will focus on performance measures in the public sector.

3.1 Coordination models

This paragraph describes different coordination models (state-models), a hierarchy, network and the market. The emphasis of these models lies in the fact that Noaberkracht is a typical hierarchical organization. However, Noaberkracht is an organization which is a collaboration between two municipalities. In contemporary literature collaborations between particular (public) organizations often are sees as sort of networks. Therefore, these coordination forms may be important to give a typology to Noaberkracht.

Hierarchy

Powell (1990) describes a hierarchy as a structure with clear departmental boundaries, clear lines of authority, including a detailed reporting mechanism, and with a formal decision making procedures. The strength of a hierarchical organization is its reliability and its capacity of mass production, its accountability and the ability to document how resources have been used. However, when a hierarchical organization will be confronted with by sharp fluctuations in demand and unanticipated changes, their liabilities are exposed (Powell, 1990). Heffen & Klok (2000) define the hierarchical model as the authorities that represent the state, whereas citizens' are subject to state control, and citizens' are offered. The central rule of a hierarchy is the freedom of authorities to take decisions that are specified for their position by the constitutional legal rules. In most constitutional states these powerful authority rules are accompanied by rules that specify how decisions are to be made, and give citizens the right to enter this process of fight the decision in court.

Networks

According to Powell (1990) a network can be defined as of form in which transactions occur neither though discrete exchanges nor by administrative fiat, but networks of individuals engaged in reciprocal, mutually supportive actions. Networks involve neither the explicit criteria of the market, nor the patterns of the hierarchy, the basic assumptions of a network relationship are that one party is dependent on resources controlled by another

party, and that there are gains to be through pooling resources. Some networks might be restrictive and non-restrictive when it comes to becoming a member. Some might have tight rules on the number of participants, others might be 'open' to all actors that are willing to participate for a certain time (van Heffen & Klok, 2000). In general, decisions in a network are made collectively by member, and non-members will not be included. The assumption that network cooperation is beneficial to public policy comes from the fact that networks provided better answers to the difficult and wicked problems facings today's government. Given the conditions of trust, networks can be s but flexible forms of organization in which different actors' resources can be pooled (Svensson, 2008).

Market

Markets offer choice, flexibility and opportunity. It is a mechanism for fast and simple communications, in which no one need to rely on someone else for direction, prices alone determine production and exchange (Powell, 1990). In addition, because individual behavior is not dictated by a supervising agent, no organ or control is necessary. All actors can enter the market either as seller or buyer, provided they have the resources to exchange goods, with no barriers.

Table 1. Stylized Comparison of Forms of Economic Organization.

Key Features	Forms		
	Market	*Hierarchy*	*Network*
Normative Basis	Contract— Property Rights	Employment Relationship	Complementary Strengths
Means of Communication	Prices	Routines	Relational
Methods of Conflict Resolution	Haggling— resort to courts for enforcement	Administrative fiat—Supervision	Norm of reciprocity— Reputational concerns
Degree of Flexibility	High	Low	Medium
Amount of Commitment Among the Parties	Low	Medium to High	Medium to High
Tone or Climate	Precision and/or Suspicion	Formal, bureaucratic	Open-ended, mutual benefits
Actor Preferences or Choices	Independent	Dependent	Interdependent
Mixing of Forms	Repeat transactions (Geertz, 1978)	Informal organization (Dalton, 1957)	Status Hierarchies
	Contracts as hierarchical documents (Stinchcombe, 1985)	Market-like features: profit centers, transfer pricing (Eccles, 1985)	Multiple Partners Formal rules

Figure 2: Coordination forms; market, hierarchy and network (Powell, 1990)

Inter-municipal collaboration

The Dutch literature provides us with more specific inter-municipal collaboration models and different names. Fraanje & Herweier (2013) argue that the aim of an inter-municipal collaboration is to increase the managerial power. These authors differentiate between three inter-municipal collaboration models, which are different regarding the intensity of the collaboration (1) network model, (2) matrix model, and (3) integration model (administrative merger). The intensity of collaboration within the network is relatively low. Officials stay in their own administrative organization, however there is collaboration

between municipalities to achieve synergy benefits. Second, the matrix model shows that each municipality in the collaboration setting takes one, or more specific tasks or policies and performs these for all the participating municipalities. According to Fraanje & Herweier (2013), a reduction of vulnerability and an improvement of the services for a municipality in the matrix-model is realistic. However, those studies do not show cost savings, which may be a consequence of the distinction between operational and strategic decision making, which tends to many reconciliations, and therefore little efficiency profits. Third, the integration model shows that multiple municipalities conduct a merger at an administrative level. One new organization that works at a contract basis for participating municipalities. Two (or more) municipalities form one and the same (new) administrative organization (Herweijer & Genugten, 2013). Laar (2010) refers to this form of collaboration as ''multiple concentrated administrative pooling'', in which all capacity of municipalities within policies, executive and supportive tasks are pooled, with the preservation of political independence''. Employees of the municipalities (officials) come to work for the new administrative organization. Fraanje & Herweier (2013) divide the integration model into two variants: (1) where two (or more) municipalities have an equal input, with equally contribution of resources and expertise, and (2) the 'big brother' model, where one (or more) municipalities post the administrative organization at a 'larger' municipality. Fraanje & Herweier (2013) argue that the benefits are that ill employees are easy to substitute and a new organization results in a clear hierarchical setting. In addition, an improvement in quality of the organization is probable, which also leads to a higher quality of services to citizens. Also, the vulnerability of the organization will decrease. A danger exists, there is no clearly defined service level recorded, which might results into problems of the allocation of any savings or additional costs (Fraanje & Herweier, 2013). Although there are multiple collaboration models, Fraanje & Herweier (2013) conclude that the integration model is the most realistic alternative in comparison to a municipal reorganization, because this form of collaboration is the most unambiguous and clear.

3.2   Collaboration between organizations

Collaborating occurs when two parties work together to meet both parties' needs mutually, to find ways to maximize returns for both parties (Rainey, 2003, p. 345). Public organizations have multiple incentives to collaborate with other parties. McGuire (2006) argues that societal change is one of the primary determinants of collaborative public management. Another perspective McGuire (2006) mentions is that the types of problems that governments face today cannot be addressed effectively with traditional bureaucracies. In addition, citizens expect a greater choice of services administrated through less traditional government activities (p. 34). According to Teisman & Klein (2002) there are growing demands with respect to the output of decision making, which leads to the fact that public organizations tend to collaborative settings to share resources. For resources sharing to occur, a necessary and sufficient condition is that the resource is accessible for use by more than one partner for a limited time of time (Tschirthart et al. In O'leary & Bingham, p. 16).

Systematical and empirical evidence

Meier & O'Toole (2001) argue that there has no systematic research into the specific contributions of public management and intergovernmental performances. Therefore, Meier & O'Toole (2001) conducted a theoretical framework that investigates the link between management activities and the performances of public organizations. However, in another context than this research, Meier & O'Toole show in their research that managerial networking, managerial quality and stabilizing features contribute positively to program performances, at least for the measures in their research with the school districts in Texas. In addition, research of Akkerman & Torenvlied (2011) & Akkerman et al. (2012) shows the same results in the higher education (HBO-V) in the Netherlands. Although school districts have fundamental differences with municipalities, the research of these authors shows that managers influence the performances and that might also apply in other public organizations.

Perverse effects

In contrary to the benefits collaboration may yield, there also might occur some frustrating effects or in the end it might become a disappointing experience. According to Koppenjan (2007) there is often a strong interdependency between collaborating parties, making it hard to identify actor's individual contributions to the collective outcomes. Also,

participants in a collaborative setting cannot agree on common goals, the amount of power within the collaboration is unequal, trust is difficult to build and participants do not know with whom they are linked (Huxham, 2003. In: McGuire, 2006, p. 40). However, Arsenaults (1998) argues the groundwork for the governance system should be laid as part of the initial negotiations. Hence, collaborative parties may gain an image of how the collaborative setting will function in the future, rather than continue to focus on structural differences (Arsenault, 1998. In: Grubbs, 2000, p. 276).

3.3   Performance measurement in public sector

Contemporary literature of performance management has become more and more important. Osborne (1993) argues that governments need to measure the results of what an organization does, and have to tie incentives to achieving these results. In addition, in the '90's the 'New Public Management' (NPM) was introduced, and this mechanism used techniques from business companies to enhance the efficiency, with an emphasis to the measurement of results (Pollit & Bouckaert, 2011). The main purpose of measurements in the public sector are to increase the quality of the public administration (Heinrich, 2002).

Functions

The rationale for performance management in public organizations is to actually achieve higher performances. Boyne & Chen (2006) argue that public organizations cannot plan successfully for better performances without information that shows their starting position and the progress. Heinrich & Marschke (2010) state that the basic concept underlying performance management is that employees perform better if compensation is linked to the efforts, and organizational performance will enhance if incentives are aligned with organizational goals. In addition, performance measurement also might lead to a more effective, efficient, responsive, legitimate and (internal and external) transparence public service (de Bruijn, 2006). External transparency refers to the fact that citizens have the possibility to check politicians, and politicians may hold professional organizations accountable. Internal transparency refers to the performances within the organizations, managers may check the progress of performances and produce effective strategies to improve the public service. Also, performance measurement may be used for the 'learning process' of a public organization. Organizations learn which processes and results are sufficient, and learn which processes need improvements (de Bruijn, 2006).

Perverse effects of performance measures

The increase of performance measurements in public sector also lead to negative, or unintended consequences. Thiel & Leeuw (2002) discuss the 'performance paradox', which refers to a weak correlation between performance indicators and performance itself. Bruijn (2006) argues that performance indicators might lose their value over time, and there might be four causes for that.

1. Positive learning: as performance improves, indicators lose their sensitivity in detecting bad performance.

2. Perverse learning: organizations or individuals learn which aspects are measured, and which are not. This information might manipulate the actual performance.

3. Selection: only choose the 'good' indicators instead of the 'bad' indicators.

4. Suppression: Neglecting differences in performances.

Conditions performance measurement

Performance management in public organizations might have positive as negative effects. In worst case scenario, it means a performance management system is perverted. De Bruijn (2006) argues that performance systems need to fulfill some requirements to function sufficient. This author describes three requirements.

Value	Design principle
Trust, fairness	Interaction
Content	Variety
Liveliness	Dynamic

Table 1: Three design principles regarding performance measurement (de Bruijn, 2006, p. 72)

Interaction between professionals and managers leads to trust to each other, and in the systems of performance measurement. Interaction ensures that managers and employees together define 'good' product definitions that are desired to assess. Once the performance measurement system has been designed, interaction stays important. The management does have the possibility to check employees, and if required, criteria can be adjusted (de Bruijn, 2006).

Variety makes a system for professionals more meaningful and it prevents that performance measurement downgrades to an accounting mechanism. This design principle has three ways of development. First, one might ask the question in which interpretations

are given to numbers, and which person gives interpretation to these numbers. Second, performances can make visible on different and competing manners. Thirdly, the differentiation of products, to make a selection of products on which the organization will focus.

A dynamic performance measurement system creates a more liveliness activity. Not only focus on hard numbers, attention is also required for the process of creating a product or service. Impressive production numbers might be appreciated positive, however it might negatively influence the quality. Therefore, there might occur tensions when the judgement only is based on a single product number. In addition, a performance measurement system should be able to adapt itself, both internally and externally to dynamic conditions.

In addition to the three design principles, Krane (2008) argues that performance measurements actually should be used. A common complaint from managers is that performance measurements will not be used, after a lot of work in developing, collecting, validating and reporting (Liner et al, 2001, p.45 In..: Krane, 2008). Another risk that occurs is that organizational goals that are not easily measurable, often tend to be neglected by managers, too few performance indicators which leads to an incomplete picture of the organization, or there are too many indicators, which leads to a lack of priorities (Boyne, in: Walker et al, 2010, p 210). Thus, a balance of the number of indicators is of importance.

3.4   Collaboration and performances

The assessment of effectiveness in collaborative settings often happens in an erratic and unstructured way, using ad-hoc performance criteria which may differ from original objectives, and which parties may not share (Koppenjan, 2007). Koppenjan (2007) argues that determining the effectiveness of collaboration is due to the fact that traditional measures used for assessing public policy are inadequate. The outcomes of collaboration are hard to asses using ex ante formulated objective measures, leaving no room for learning aspects and changing circumstances. A number of reasons for this are:

1. Multiple stakeholders with different expectations, interests and perceptions
2. Results of collaboration should be weighed against the costs of collaboration
3. Collaboration involves the development of new ways of working, which may have all kinds of implications.

Therefore, Koppenjan (2007) suggest there is a need for a broader set of performance indicators, perhaps partly based on scientific insights into explanatory factors determining the success of collaboration. Mcguire (2006) argues that the structure of the organization, the characteristics of the participants and environmental factors might play an important role regarding the results of collaboration.

Levels of measurement in collaborations

Multiple aspects might influence the performances of a collaborative setting, and these performances can be measured at different levels of the operation. Mandell & Keast (2008) differentiate the performances of collaborative arrangements at three levels: (1) environmental level, (2) organization level and (3) operational level. The environmental level refers to the fact that members of the collaboration interact with other organizations outside the collaboration in order to meet their individual and collective goals. The organizational level includes the coordinating mechanisms, levels of cooperation, duration of collaboration. The main point are not the formal requirements, but the ability to build mutual goodwill and commitment amongst the participants. At the operational level are the interactions that take place among the individual participants in actually carrying out activities in the collaborative arrangement (Mandell & Keast, 2008).

3.5 Conclusion

Above paragraphs describe relevant theories that are applicable for this study. Firstly, organization and coordination models have been explained; hierarchy, network and market. The organization in question, Noaberkracht, can be typified as a typical hierarchical form of government. It can be described as defined by Powell (1990): ''as a structure with clear departmental boundaries, clear lines of authority, including a detailed reporting mechanism, and with a formal decision making procedures''. However, when one looks at literature regarding collaboration between public organizations, the network approach becomes relevant. A network can be defined as of form in which transactions occur neither though discrete exchanges nor by administrative fiat, but networks of individuals engaged in reciprocal, mutually supportive actions (Powell, 1990). At a managerial level, reciprocal approval is needed to make (strategical) organization decisions. Based on these theories, it appears that a hierarchy and a network may be applicable for (public) organizations that collaborate. Additionally, Fraanje & Herweier (2013) argue there are multiple municipal collaboration forms that can be distinguished: (1) network model, (2) matrix model and (3)

integration model. These models have a different level of intensity. The integration model has the highest intensity, where municipalities pool all administrative activities. It is expected that Noaberkracht has the most characteristic of the integration model, and therefore the following expectation is drafted.

Expectation 1: Noaberkracht as organization suffices to the characteristics of the integration model: (1) reducing vulnerability, (2) increase of service quality, and (3) improvement of service quality.

In contemporary literature one can find many theories regarding collaborations in the public sector. But why do public organizations collaborate, what are the struggles and more important, what are the benefits of collaborations? Several studies come to the conclusion that collaboration between public organizations have a positive impact on the performance of those organizations (Torenvlied, 2012; Akkerman et al, 2012; Akkerman & Torenvlied, 2010). However, collaboration may also lead to frustrating or perverse effects, for example; unite conflicting goals and formulate overarching purposed, which leads to additional coordination costs. Although the coordination- and/or start-up costs may exceed the expectations, there is a general thought that collaboration will ultimately have a positive impact on performances. According to Fraanje & Herweier (2013), civil service quality will improve if municipalities collaborate.

As Koppenjan (2007) argues, characteristics of the collaborations should be taken into account to achieve effective performances. Some of these characteristics have been defined in the foregoing theoretical section. It is important that, for Noaberkracht, the goals regarding collaboration align with the characteristics of the organization. Mandall & Keast (2008) distinguish three different levels of performance measurements for collaborations, (1) community level, (2) organization level and (3) operational level. This study excludes the community level, and mainly focusses on organization- and operational level.

Expectation 2: (Organization) goals set in advance, that is (1) Standardization of policies and regulations, (2) reduction of (ICT) applications and an (3) improvement of services, will be achieved by Noaberkracht.

Performance measurement in the public sector have been discussed for many years. As Heinrich (2002) described, the central purpose of performance measurement is to achieve improvements in public administration. Performance measurement may support and lead to a more effective and efficient services (Heinrich, 2002; de Bruijn, 2006). Similar to collaborations between organizations, performance measurements need to deal with negative and perverse effects. To avoid negative effects of performance measurement, de Bruijn (2006) established three conditions; (1) interaction, (2) variety and (3) dynamics. These conditions have been included in the third expectation.

> *Expectation 3: Noaberkracht suffices the following conditions of performance measures: (1) interaction, (2) variation and (3) dynamics.*

In the above three expectations have been drafted based on theories. To clarify these expectations, blow one can find the theoretical model (figure 3). It shows that the sort of coordination- and collaboration models influence organizational performances. The model in question, 'integration model' with specific characteristics, as described above, will be tested in this study. In addition, to satisfy to performance measurements, de Bruijn (2006) created some conditions, to realize an effective mechanism. Expectations is that if these conditions will be fulfilled, (organization) goals will be achieved more efficient.
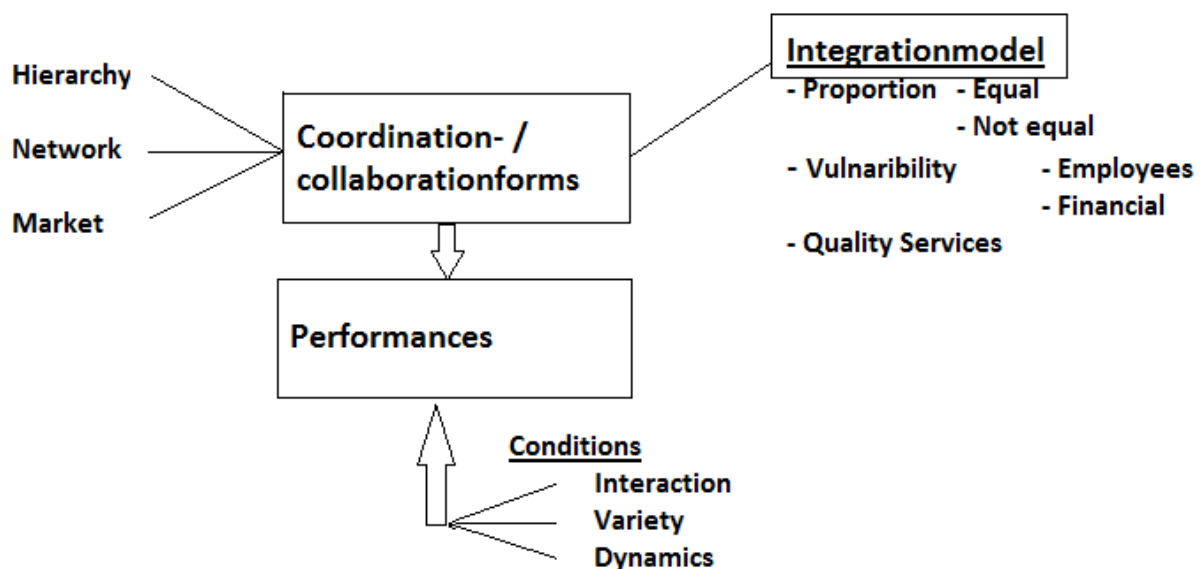

Figure 3: Describing theoretical model

4. Methodology

This chapter describes how this study is elaborated. A single case study is performed in order to provide an answer to the main- and sub questions. The selected case is an administrative organization in the public sector, which provides services for two municipalities. For this study, multiple sources of evidence are collected and analyzed. These are: (1) a document (content) analysis, and (2) a semi-structured interview. Finally, this chapter explains to what extend this study complies with validity and reliability.

4.1   Case study

A caste study method is most likely to be appropriate when (1) the research copes with ''how'' and ''when'' questions, (2) the researcher has little control of the events, and (3) the focus of the study is about one or a few cases (Yin, 2003; Thiel, 2010). Babby (2007) describes a case study as a ''in-depth examination of a single instance of some social phenomenon''. According to Yin (2003), there are multiple conditions in which a case study method is justifiable. For this study, the rational for a single case study is the 'typical case'. The reason this study can be considered as a 'typical case' is the collaboration between two municipalities. There have been examples of similar collaborations, however, collaboration as in this study has not been carried out on a large scale.

4.2   Case selection

The selected case for this study is ''Noaberkracht Dinkelland Tubbergen''. Noaberkracht is a new formed organization that provides the administrative services for municipalities 'Dinkelland' and 'Tubbergen'. Both municipalities preserve their autonomy at a managerial level, and therefore, differences in policies may occur. According to Fraanje & Herweier (2013), a collaboration between municipalities in this setting can be typified as the ''integration model'', where all the administrative tasks of both municipalities will be merged into one new ''administrative organization''. All officials of both municipalities will be working in the new organization, and work for both municipalities. This focus of this study is particular of the new former organization (Noaberkracht), with an emphasis to the internal organization. Social effects of this collaboration will be excluded. Also, both municipalities will not be examined separately at a managerial level.

4.3   Data collection

To increase the quality of the data collection substantially, Yin (2007) argues some principles are important for case studies. This includes the use of multiple sources of evidence (evidence from two or more sources). Therefore, this study includes two sources of evidence: (1) content analysis and (2) semi-structured interviews.

Content collection

The first part of the data collection concerns documents that have been provided by the organization Noaberkracht regarding the goals of the collaboration. To be more specific, these goals have been created from the start of the organization, and have been examined four times (from June 2013 till November 2014). Therefore, these documents show the progress of the different goals and performances. Below one finds the documents used for the data analysis.

- ''Progress report June 2013'';
- ''Progress report November 2013'';
- ''Progress report April 2014'';
- ''Progress report November 2014''.

Semi-structured interviews

In addition to the content analysis, this study collects mainly data through semi structured interviews with employees of the organization Noaberkracht. These employees have a managerial position within the organization, and have the responsibility of a team or department. Managers from multiple layers of the organizations share their experiences about their team or department. Total interviewees are 14, whereof 8 team managers, 3 program managers and two directors.

- Director services: has the responsibility of four departments, namely: department environmental law (*in Dutch:* WABO), security and enforcement, public space and customer contact center.
- Director business: has the responsibility of four departments, namely: department information and technology, administration and management support, financial administration, and audit & control.
- Program managers report to the general directors (who are not interviewed in this study). In order to positively influence social effects, the program managers have the responsibility of writing policies.

- Team managers have responsibility of their own team / department.

As described above, the general directors have not been interviewed. This because of a prolonged illness of one of the directors. In addition, the other general director is one of the direct supervisors and gave guidance to this study. To eliminate any kind of steering, he is excluded from the interview.

Besides the two general directors, all managers and director have been interviewed. This to obtain a complete picture of the organization as a whole. Employees without a managerial position have not been interviewed. Employees at an operational level have been excluded because this study's focus is at a more strategic level, and the main question is asked from a managerial perspective. However, one might argue that the results of this may be different if employees at an operational level were included.

Before starting the interviews, every interviewee received an introduction, with explanation of the purpose and expected duration of the interview. In addition, the introduction has made clear all the information participants provide is confidential. Semi-structured interviews are characterized by pre-formulated questions, however the interviewer may ask additional questions to its own discretion, to gain more depth in the answers (Emans, 2002). The pre-formulated questions from the interview are derived from the theoretical model that is operationalized (see: appendix B). To create a clear and structured interview, the interviews were conducted according to an interview protocol, which describes the steps that should be completed. The main aim of the interviews is to identify the factors that are of interest regarding the administrative collaboration according to the perceptions of the employees. Yin (2003) argues the strengths of a semi structured interview is the direct focus to the subject of the study, and is insightful, because it provides perceived causal inferences and explanations. A possible weakness of an interview may be a bias due to poorly articulated questions, inaccuracies due to poor recall and the fact that the interviewee gives what the interviewer wants to hear (Yin, 2003, p.102).

4.5 Time span

This research focusses on the development in performances of Noaberkracht. Respondents are asked how the organizations develops from the start of the new created organization. The interviews were conducted in March 2015. Thus, the time span of this study refers to 1-1-2013 till 31-3-2015. As indicated above, this study used progress reports originating from Noaberkracht, and these documents fall into the time span. It should be noted that results in this study might be outdated at the moment the results are presented.

4.4 Data analysis

In the last paragraph is explained this study uses two sorts of data. First, a content analysis with documents originating from Noaberkracht, and second semi structured interviews. The documents are an input for this study, which show the results of the goals that are set in advance of the organization. The results of the interviews show the perception of the employees about different subjects.

Documentation

As described in the paragraph data collection, four different documents have been collected regarding the progress of the organizational goals. These documents are comparable and show results of the same organizational goals, at different points in time. The results that are described in these documents have been collected in an Excel spreadsheet to clarify the progress of the results. One should consider that these documents are not created as a result of this case study, but are an input for this study. A content analysis of documents had the advantage that these are ''s'', documents can be reviewed repeatedly. In addition, the documents used in this study have a time span that is more than a year. Therefore, progress of the results may be analyzed sharply. The following organizational goals (variables) have been analyzed:

1. Standardization of policies and regulations: this standardization process is to adapt and equalize policies and regulations within municipalities. The aim with less policies and regulations is to create higher efficiency in conducting tasks of the new administrative organization;
2. Reduction of ICT applications: this variable aims at to reduce the number of applications the new administrative organization has to utilize. A standardization and repel multiple applications, should lead to benefits in terms of efficiency;
3. Service quality: an improvement of the service quality level for citizens, institutions and businesses, by responding to their needs and expectations. It seeks to translate the service quality level to measurable data.

The documents that are analyzed also contained other organization goals (variables). However, these variables have been excluded from this study. Those variables are: (1) number of full time management employees, (2) cost savings and (3) friction and coordination costs. The number of management employees is excluded due to the fact that

at the start of this study, this goal already is achieved. Cost savings and friction costs are excluded because these are the result of the performances of the organization.

Documents available				
	jun-13	nov-13	apr-14	nov-14
Standardization of policies and regulations	Yes	Yes	Yes	Yes
Reduction of ICT applications	No	No	No	Yes
Service Quality	No	No	Yes	Yes

Table 2: Documents per category that have been analyzed in this research

Semi structured interviews

After approval of the interviewees, the oral interview will be recorded with the purpose to transcribe the interview accurately. The transcribed interviews have been sent to the interviewees for approval to use in this study. All interviews are transcribed in ''Word'' and have been transferred to ''Atlas Ti'', where all transcribed interviews are combined into one database for coding. The advantage of all the interviews into one database is that, one can swap rather easily from one interview to the other. Therefore, each question has been treated separately for all the interviews, which benefits the process of the coding. The analysis of the interviews is based on the coding scheme (Appendix D), which is based on the operationalization schema (appendix C). The first step is to seek if the data fits within the coding scheme. If this is not the case, the interviews are analyzed by means of 'tagging' or 'open coding'. That is when a text fragment, description, or other code is provided, which is relevant for answering the (main- and sub-) question. The purpose of tagging and encoding is to achieve a reduction in the research material, where each coding says something about an individual, location, group, or process (Baarda, de Goede & Teunissen, 2009).

Researchers often speak of inter-subjectivity when it comes to interviews. Inter-subjectivity refers to the extent to which the findings are colored by the person of the researcher (Baarda, de Goede & Teunissen, 2009). There are several strategies to combat this problem. This study used the strategy to analyze the data twice, with the aim to minimize interpretation faults. There is examined whether there were differences in the first and the second analysis. If differences appeared, the content was critically studied again.

Dependent and independent variables

In this study there are two dependent variables: (1) coordination- / collaboration forms, and (2) performance measurement. An independent variable is presumed to cause or determine a dependent variable (Babby, 2007). By analyzing the independent variables one can draw conclusions of the dependent variable. The data of the independent variables have been collected by two sources: (1) content analysis and (2) semi structured interviews. All the variables were included into the semi structured interviews, three of the variables had a combination of results, from the interviews and the content analysis (see table 2).

Coordination form	Content analysis	Interview
A. Experiences in general		x
B. Decision making process		x
C. Trust		x
D: Equality between collaborating parties		x
E: Vulnerability		x
Performance measurement		
F: Standardization of policies and regulations	x	x
G: Reduction of (ICT) applications	x	x
H. Service quality	x	x
I: Interaction		x
J: Variety		x
K: Dynamics		x

Table 3: Sources of the variables

4.5 Reliability, validity and generalizability

To ensure a study is reliable, Yin (2007) argues the objective is to be sure that, if another investigator followed the same procedures as described in this study, and conducted the same study all over again, the other investigator should arrive at the same findings and conclusions. The goal of a study is to minimize potential errors and biases within a study (p. 45). To ensure this study is reliable, all steps that have been taken to give answers to the main question are described.

According to Yin (2003), studies frequently point out that case studies do not conduct sufficient measurements, and often subjective judgements are used for data analysis. However, to strengthen the validity of this study, multiple sources of data have been used. First, the content analysis with data that is created and originated from the organization itself. Second, subjective data is a result of the semi structured interviews, and gives the

perception of the variables according to the employees of the organization. Thus, this study includes both subjective and objective data.

The generalizability of this study is limited. The reason is that Noaberkracht is the result of a specific collaboration between two municipalities, and such a collaboration is not carried out on a large scale in the Netherlands. The generalizability of this study could have been improves by a comparative study among several inter-municipal collaborations. However, an advantage of this study is that multiple employees from different departments and different levels in the organizations have been questioned, which probably leads to more in depth answers.

5. Results

5.1 Coordination- and collaborating

Decision making process

Directly from the start of the new organization Noaberkracht, managers had to make relatively many operational decisions. One can image that processes were sometimes ambiguous and not fully refined at the beginning, because different methods from different municipalities are combined into one organization. Therefore, employees were inclined to shift the decision making to the managers. According to the answers in the interviews, the development of the decision making process changed positively. In process of time, managers were able to shift responsibilities towards employees. Hence, it allows managers emphasis more to the facilitative role.

Trust in newly formed teams

Noaberkracht is a new established organization of a collaboration between two municipalities. Therefore, new teams are formed with a combination of employees from municipalities Dinkelland and Tubbergen, with different methods and processes. In addition, there exist differences in the corporate culture, and resistance may occur if changes take place. To operate as one municipal organization, confidence and cohesion between employees in new formed teams is a must.

The perceptions of the interviewees show that trust in teams considerably vary. In the beginning, it was not always easy to work in new formed teams. The reason for that employees tend to think in the ''old'' situation. According to the interviewees there exist two main reasons that impact the level of trust:

1) To what extent the newly formed teams consulted with each other before the start of Noaberkracht. The sooner employees from one municipality consulted with employees from the other municipality, the sooner newly formed teams were fully operational.

> *The moment Noaberkracht became a fact, we were something ahead in comparison to other teams, because we already knew each other. That really helped to make the transition (Respondent 12).[4]*

---

[4] *Toen Noaberkracht een feit werd, liepen wij al een beetje voor de muziek uit in vergelijking met andere teams, wij kenden elkaar al. Dat heeft echt geholpen om de slag te maken'' (Respondent 12).*

2) To what extent policies and working processes were standardized. If processes, (ICT) applications, policies and regulations are different, employees tend to work as they were used to. Therefore, a connection between employees that work in two separate processes, are not likely to bond and to build trust to collaborate. Thus, it is important to minimize the differences in processes, applications and policies as much as possible.

> *It helps of course, if one can work from one process and one system. Than at least there is a guide that everyone faces (Respondent 4).[5]*

As described above, confidence between employees in newly formed teams is not always usual. In addition, for some departments or teams to work right from the start in standardized processes and policies. However, in general the experiences about the development of trust in newly formed teams is reasonable optimistic. One should consider it always takes a while before newly formed teams are fully in trust and incorporated with each other.

> *''At the moment you combine two organizations, which has a decent period of familiarization, ingrowth and transition (Respondent 1).[6]*

Equality between collaborating organizations

Equivalence between collaboration organizations may avoid imbalances. An example is that one or more municipalities post their administrative organization at a lager municipality (Fraanje & Herweier, 2013). Figure 2 (*chapter: introduction)* shows that both municipalities are more or less equal in terms of population, area, number of villages. In percentages the allocation between municipalities is 56% versus 44%, however, the power of decision making is fifty-fifty. Therefore, a sense of equality should exist within Noaberkracht. The perceptions of the interviewees show strongly that a feeling of equality

---

[5] *''Het helpt natuurlijk, wanneer je vanuit één proces en één systeem gaat werken, dan is er in ieder geval een leidraad waar je allemaal mee te maken hebt'' (Respondent 4).*
[6] *''En dan voeg je twee organisaties samen, dat heeft een behoorlijke periode van gewenning en ingroei en overgang gekost'' (Respondent 1).*

prevails. All respondents are unanimous in the view that collaboration between two municipalities is based on equality

Equality in collaboration	Yes	No
Respondent 1	x	
Respondent 2	x	
Respondent 3	x	
Respondent 4	x	
Respondent 5	x	
Respondent 6	x	
Respondent 7	x	
Respondent 8	x	
Respondent 9	x	
Respondent 10	x	
Respondent 11	x	
Respondent 12	x	
Respondent 13	x	
Respondent 14	x	

Table 4: Equality in collaboration

Vulnerability

Fraanje & Herweier (2013) argue that a municipality with more administrative capacity is less vulnerable. Noaberkracht is an administrative organization combined out of two municipalities. Therefore, the size and overall capacity has been significantly increased, with the expectation that there are more possibilities to replace employees in case for illness. The perceptions of the interviewees show mixed results. On the one hand the statement is becomes more easy to switch with personnel because there are simply more employees. For example, policy advisors now have two or three areas of expertise instead of five or six. By increasing specialization, the level of knowledge about specific topics also increase. An additional advantage is that employees obtain a more specific and focused area of expertise. Another advantage of a larger organization, is that, new functions occur, such as a new department specifically designed for control and monitoring functions.

''The organization has become more huge, and that means you have more capacity for certain things'' (Respondent 9).[7]

---

[7] *''Je bent groter geworden en dat betekent dat je meer capaciteit hebt voor bepaalde zaken'' (Respondent 9).*

Although it is indicated that is becomes more easy to replace employees, the interviews reveal that, due to financial targets, the workload for employees is considerable high.

''It is not like you add up two organizations, and that is it. Equally with the administrative merger a financial target was introduced. That has led to some tense moments in certain task areas with fairly tight capacities (Respondent 10)[8]

Another factor of importance, is the vulnerability in the workforce. Due to aging and too few employees that flow into the organization, there is a danger that employees with highly (practical) knowledge retire, without transferring knowledge to younger employees.

''We are dealing with a huge aging population in this organization. Is makes it difficult to retain the knowledge level up to standard. Lots of knowledge leaves this organization, knowledge that is in the heads of experiences employees'' (Respondent 11) .[9]

There is not enough concern with recruiting new employees for the organization. Too few new employees flow into the organization (Respondent 12) .[10]

In general, the results show the organization has become less vulnerable, however there exists risks that the organization becomes more vulnerable due to aging.

---

[8] *''Het is niet zo dat je twee organisatie bij elkaar optelt, en dat is het. Er is gelijk een taakstelling achteraan gekomen. Dat heeft gezorgd voor spannende momenten in bepaalde taakvelden waar de capaciteit redelijk krap is'' (Respondent 10).*

[9] *''Waar we mee te maken hebben is een enorme vergrijzing in deze organisatie. Daardoor is het lastig om het kennis niveau op peil te houden. Veel kennis gaat weg, kennis wat in hoofden zit van zeer ervaren mensen gaat weg'' (Respondent 11).*

[10] *''Dat je eigenlijk te weinig bezig bent met nieuwe mensen in je organisatie. Er komen te weinig nieuwe mensen de organisatie binnen stromen'' (Respondent 12).*

5.2 Performances (targets set in advance)

Several studies conclude that collaboration between public organizations have a positive impact on the performance of those organizations (Torenvlied, 2012; Akkerman et al, 2012; Akkerman & Torenvlied, 2010). Chapter three (literature, conclusion) shows an expectation that collaboration between municipalities Dinkelland and Tubbergen, to create an administrative organization, positively influence the organizational performances. This paragraph describes the following variables; experiences in general, standardization of policies and regulations, decrease of applications and the quality of services. The last three variables have been created at the start Noaberkracht, therefore those variables are a combination of objective and subjective data.

Experiences in general regarding collaboration

At the beginning of each interview, respondents were asked about the overall experiences of the administrative merger. This question has been asked first to create a situation without any direction in the interview. Respondent could answer the first thing that came into mind. In addition, respondent indicated two positive and two negative experiences of the administrative merger. To structure the answers, the experiences are placed into a scale from 'very negative' to 'very positive'.

Experiences in general	Very negative	Negative	Neutral	Positive	Very positive
Respondent 1					x
Respondent 2				x	
Respondent 3				x	
Respondent 4				x	
Respondent 5			x		
Respondent 6			x		
Respondent 7				x	
Respondent 8			x		
Respondent 9				x	
Respondent 10					x
Respondent 11				x	
Respondent 12					x
Respondent 13				x	
Respondent 14				x	

Table 5: Experiences in general regarding collaboration

Of all respondents, no one experienced that the administrative merger worker out negative or very negative (see table 5).

The administrative merger resulted into a larger organization, which is considered as a more powerful organization in comparison to two separate organizations for providing services. In the eyes of the managers, vulnerability of the organizations has been reduced significantly.

Another noteworthy experience of the managers is that the administrative merger ensured that all processes were re-scrutinized. Noaberkracht was a newly created organization, thus it was a perfect opportunity to review all the processes. In the view of the managers it is easier to review and change all the processes at the moment of creating a new organization.

> ''You obtain renewal in the organization, and that creates a situation where you keep each other sharp. Also, you have the possibility to critically look at you own processes'' (Respondent 5). [11]

Noaberkracht is a mutual arrangement between two municipalities that includes a general- and an executive committee. Additionally, Noaberkracht performs services for both municipalities, also each with its own management structure that are entitled to make their own decisions, without reckon the administrative merger. This may pose a situation in which Noaberkracht has to deal a different policy for on municipality versus another municipality. This may cause inefficiencies in the service delivery.

As described above, Noaberkracht performs services commissioned by two municipalities. Therefore, Noaberkracht might be seen as an 'additional' organization, because multiple efforts should be realized in triplicate. For example, there are three budgets, annual statements and interim reports. In addition, there are three decision making processes. According to the experiences of the mangers, this might not be completely efficient.

Standardization of policies and regulations
Standardization of policies and regulations can be described as the alignment of policies and legislation, with the assumption it leads to a higher efficiency in all executive tasks of the new administrative organization. Before the start of Noaberkracht, there are created targets with regard to the standardization of policies and regulations. 65% of all the regulations, and 50% of all policies should be able to standardize (see table 6).

---

[11] *''Dat je een keer weer vernieuwing krijgt, en dat je elkaar scherp houdt. Dat je kritisch naar je eigen processen kunt kijken''*

|	Total number	Total goal of standardization in %	Total goal in numbers
Regulations	180	65%	**117**
Policies	150	50%	**75**

Table 6: Goal of regulations and policies in numbers and percentages.

Table 6 shows the results in percentage and in numbers that are accomplished regarding standardization of policies and regulations. Regulations are standardized for 50% (in November 2014). There are 117 regulations that should be able to standardize, and 15% of those regulations needs standardization in the future (approximately 17). For the policies, 9% needs to be standardized (approximately 5).

Realization	jun-13	nov-13	apr-14	nov-14
Standardization of regulations %	21%	28%	49%	50%
Standardization of regulations in numbers	38	50	88	90
Standardization of policies %	25%	31%	37%	41%
Standardization of policies in numbers	38	47	56	62

Table 7: Results of regulations and policies per time category.

The results as shown in Table 6, are illustrated below in graphic 1. From the start to the first mid-term review (June, 2013) the standardization expired the fastest. A reason for this might be that the easiest policies and regulations have been standardized at first. In addition, before the start of the organization all policies and regulations especially focused for Noaberkracht have been aligned (e.g.: HRM and working policies).
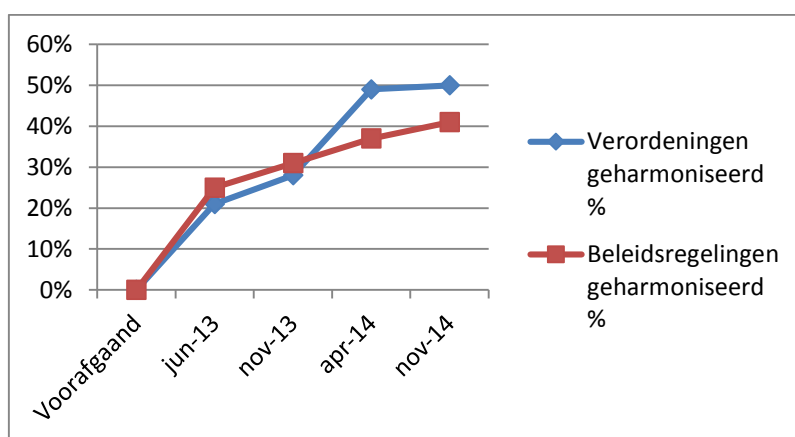
Graphic 1: Results of standardization of regulations and policies per time category.

The graph show that the standardization process of policies and regulations expire steadily. If one extrapolates, the targets (65% of regulations and 50% of policies) will be achieved in the near future. On the contrary, policies and regulations that are not completed at this

moment, are probably difficult to standardize. In addition to the 'progress reports' as showed above, the respondents were asked their experiences of the process of standardization regarding policies and regulation, and the effect of standardization translated into the organization. Table 7 shows that the respondents experience a standardization of regulations and policies mostly as 'neutral' or 'positive'.

Standardization of policies and regulations	Very negative	Negative	Neutral	Positive	Very positive
Respondent 1					
Respondent 2					
Respondent 3				x	
Respondent 4			x		
Respondent 5		x			
Respondent 6			x		
Respondent 7				x	
Respondent 8			x		
Respondent 9			x		
Respondent 10			x		
Respondent 11				x	
Respondent 12					
Respondent 13				x	
Respondent 14				x	

Table 1: Employees perceptions regarding standardization of policies and regulations

According to the respondents, standardization ensures to more efficient and simplified processes. Although the process of standardization requires relatively much coordination, managers experience that the long term effect have more benefits. This is in line with the assumption of Torenvlied (2012), that new organizations should formulate overarching objectives, which leads to additional coordination costs.

''It makes the processes more easy, you do not always have to look when someone files a complaint, or to attract a cash credit, to what extend one municipality has competence in comparison to the other municipality (Respondent 9).[12]

---

[12] *"Het maakt de processen een stuk eenvoudiger, je hoeft niet telkens te kijken wanneer iemand een bezwaarschrift indient, of een kasgeld lening moeten aantrekken, hoe de bevoegdheid is bij de ene gemeente ten opzichte van de andere gemeente'' (Respondent 9).*

Standardization of policies and regulations also influences the newly formed teams. The administrative merger ensured most employees of both municipalities have to deal with new colleagues. According to the results from the interviews, if policies and / or regulations are not standardized, it occurs newly formed teams have difficulties to work with each other due to differences in working processes.

''As long as you have different policies, you cannot do a thing together'' (Respondent 5).[13]

If policies and / or regulations have not been matched, differences also occur in the service delivery for citizens'. The following quote describes an example in which there are differences in policies;

''There are differences in the policies of advertising. As an organization you have one team, and if you send one of your enforces on the road, and the enforcer has to start thinking at the municipality border; now I am in another municipality and thus there are different policies, so I have to enforce differently (Respondent 12).[14]

Reduction of applications

The aim of this variable is to reduce the number of application of the ICT. A standardization process for the organization to achieve more efficiency, and in order to keep the number of applications manageable. In addition, it ensures that employees operate according to the same principles. In total, at the beginning of Noaberkracht there existed 250 applications. The goal is to reduce the number of applications with 40%, which means that a total of 100 applications has to be divested. At the end of 2014, Noaberkracht realized a reduction of 16%, so there are 210 applications present. It is a gradually process, that takes several years (see table 8).

Reduction of applications	
Total number of applications at the start of Noaberkracht	250
Reduction target (in percentage)	40%
Number of applications November 2014	210
Total reduction (in percentage)	-16,0%

Table 2: Reduction of (ICT) applications in numbers and percentages.

---

[13] ''Zolang je het beleid verschillend hebt, kun je niets met elkaar'' (Respondent 5).

[14] ''In het reclamebeleid zitten verschillen, je hebt één handhavingsapparaat, je stuurt een handhaver op pad, en die moet bij de gemeente grens gaan denken, nu ben ik in een andere gemeente en dus daar geldt een ander regime, en daar moet ik anders gaan handhaven'' (Respondent 12).

> *''A lot of applications will be repelled, and that is a good thing, because then we can create a more manageable situation'' (Respondent 12)[15]*

> *''It is going steadily, we are on schedule'' (Respondent 14).[16]*

It should be noted that some departments are not affected by the reduction of (ICT) applications. The reason for this is that these departments mainly work with office applications. This covers the departments that are responsible for writing policies, and mostly supportive departments that have the responsibility to give advice.

> *''I honestly have to say, from what I hear, the process proceeds carefully. However, it does not affect our department (Respondent 2).[17]*

The experiences of the managers about the reduction of applications are scaled from 'negative' to positive and 'not applicable'. This gives more structure to the answers (see table 9).

	Very negative	Negative	Positive	Very positive	Not applicable
Respondent 1	x				
Respondent 2					x
Respondent 3		x			
Respondent 4			x		
Respondent 5		x			
Respondent 6		x			
Respondent 7	x				
Respondent 8					x
Respondent 9					x
Respondent 10			x		
Respondent 11					x
Respondent 12			x		
Respondent 13					x
Respondent 14			x		

Table 3: Employees perception about the decrease of applications within the organization.

---

[15] *''We gaan nu van een heleboel applicaties afscheid nemen, en dat is goed. Want dan krijgen we een situatie wat we beter kunnen beheren'' (Respondent 12)*

[16] *''Dat gaat gestaag. We zitten op schema'' (Respondent 14*

[17] *''Nu moet ik wel eerlijk zeggen, van wat ik hoor, is dat het zorgvuldig wordt opgepakt. Maar het raakt ons als ondersteunde afdeling niet'' (Respondent 2).*

> *''There exists one application for the administration of the social affairs. One might achieve a decent advantage, as long as the underlying regulations are harmonized''. (Respondent 6).[18]*

As the example describe above, applications might be standardized, but it only is efficient if underlying policies and regulations are also standardized. If underlying regulations and policies are different, officials still have to make a distinction between two municipalities.

> *''Mostly it is positive, since we directly benefit from it. On the other hand, it is unfortunate that the process is not successful in all areas. Because there are some specific cases that cause problems, it makes our work sometimes awkward due to the fact that we are at the end of the line''. (i.e.: directly in relation to citizens') (Respondent 10).[19]*

Quality of service delivery

This variable aims to increase the quality of the service delivery over the full width of the organizations, towards citizens, institutions and companies. Noaberkracht seeks to translate quality of services into measurable data. To be more specific, Noaberkracht has set a target to increase the quality service level by 10%.

The interviews covered this variable by asking what the service quality means for the respondent's department, if there has been an increase in quality and to what extent and how the service quality can be improved.

The results of the interviews show that there are differences between the respondents. Firstly, there are differences between departments in business operations, service delivering and the program managers. As a result, the answers in this paragraph are quite diverse. However, in order to structure the answers of the respondents, a difference is made in internal service quality (support departments) and external service quality (to citizens'). In addition, program managers have the aim to improve the social impact. Although the social effects are excluded in this study, the experiences of the program managers have been taken into account if appropriate.

---

[18] *''Op gebied van sociale zaken administratie hebben we één applicatie. Daar valt het nodige voordeel aan te behalen, mits ook de onderliggende regelgeving geharmoniseerd is'' (Respondent 6).*

[19] *''Grotendeels is dat positief. Daar plukken wij rechtstreeks de vruchten van. Aan de andere kant is het jammer dat het niet op alle gebieden is gelukt. Er zitten hiaten in, en dat maakt voor ons het werk, we zitten op het eind van de lijn, wel eens lastig''(Respondent 10).*

> *''On average there is an increase in quality, but how do you make it concrete? On basis of indicators I say no''* (Respondent 7).[20]

In table 10 there are examples that show an increase in quality of the service delivery. These examples refer to the external service delivery, and show the improvement in numbers and percentages. Although these are just a few examples, it should be noted that these examples are not representative for the whole organization, these examples indicate that processes have been under scrutiny, and have positively changed. As described above, there are more factors in play that affect the quality of the service delivery. The figures in the table below tend to show that the processes have been under scrutiny, with the aim of speeding up or improving the service delivery. Thus, there is not a simple answer to the question whether the quality of service delivery actually increased by 10%. The data is insufficient to answer that question precisely.

Quality services	
Goal (in percentage)	**10%**

Results	Before collaboration	November 2014	Total result in percentage
Application of Social support act (duration)	56 days	36 days	-36%
Number of pages for applications of social support act	9 pages	1 pages	
Turnaround Work and Welfare Act	10 weeks	2 weeks	-80%
Wait time phone	45 seconds	35 seconds	-22%
Take up speed by end of waiting line	31 seconds	15 seconds	-52%
Lost phone calls	510x per month	150x per month	-71%

Table 4: Quality of services (examples)

> *''There is space for improvements when it comes to put ourselves into the citizens' position. What do the citizens' and the society want at this moment? We have to make improvements for that, it must become a culture (Respondent 11).[21]*

---

[20] *''Gemiddeld doen we het beter, maar kun je dat hard maken? Aan de hand van indicatoren zeg ik nee''* (Respondent 7).

[21] *''Daar waar we echt veel beter in kunnen worden, is ons verplaatsen in de burger, wat wil de burger en wat wil de samenleving nu. Daar moeten we echt beter in worden, dat moet tussen de oren komen, dat moet een cultuur worden''* (Respondent 11).

5.3 Monitoring and conditions of performance measurement

Performance measures in the public sector results in both positive and perverted effects, and to ensure performance measurement does not perverted, de Bruijn (2006) established certain conditions with matching design principles. (1) Interaction between professionals and managers to create a learning experience. (2) Variety in order to make the performance measurement more meaningful, and to prevent managers only judge employees on the numbers. Lastly, (3) dynamic, so performance measurement becomes a 'lively' activity, with an emphasis on both product- and a process approach. This paragraph describes to what extend Noaberkracht meets these design principles, and if improvements can be made.

Interaction in performance measurement

The director and the managers discuss together about the (organizational) goals. Subsequently, in general the managers discuss goals specifically designed for their department with the employees. In addition, in the discussions it becomes clear what might be the best manner to achieve the goal and which employees have certain responsibilities. Table 11 shows the results how managers are instructed by the management to deal with performance measurements. Although there are not strict instructions how to deal with performance measurement, (organizational) goals are often agreed through discussions.

It should be noted that the 'program managers' are responsible for the development and writing social policies, and thus are responsible for the effects of policies. As indicated before, social effects are excluded in this study.

''Yes, if decisions are made collectively. I did not have to say: ''It goes the way I want''. If I have to work at kind of level, the something is not right (Respondent 11).[22]

''Every decision is made collectively. No, you have to agree as a team, but maybe I have the last word to say. You have to notice that you do not make someone responsible, if that person does not have influence, that will never work. (Respondent 2).[23]

---

[22] *Ja in onderling overleg. Ik heb nog niet meegemaakt dat ik moest zeggen: ''En zo gaat het er langs''. Als ik op zo'n niveau bezig moet, dan is er iets niet goed (Respondent 11).*

[23] *''Dat gaat alleen maar in onderling overleg. Nee, je moet het er samen over eens zijn, misschien heb ik het laatste woord erover. Maar je moet er wel over waken dat je niet iemand verantwoordelijk maakt, zonder dat degene daar zelf invloed over heeft, dat gaat nooit werken'' (Respondent 2).*[23]

Interaction	No instructions	Consultation	Hierarchically
Respondent 1			x
Respondent 2			
Respondent 3	x		
Respondent 4		x	
Respondent 5		x	
Respondent 6	x		
Respondent 7	x		
Respondent 8	x		
Respondent 9	x		
Respondent 10			x
Respondent 11		x	
Respondent 12		x	
Respondent 13	x		
Respondent 14	x		

Table 5: Interaction of performance measurement

In addition to the question to what extend managers have a discussion with the management about (organizational) goals, the managers also answered to the question to what extent there is a discussion with employees about (department) goals. Table 12 shows that, according to the managers, most of the time (department) goals are created through a discussion with employees.

> *''Mainly, I do that with my department. We have a team session, and there we create and evaluate (sub) goals. Which of the goals are achieved, or are not achieved? Does that mean we have to delete or adapt goals? Also we decide together the targets, and what if needed to achieve the target. (Respondent 4).* [24]

---

[24] *''Dat doe ik vooral samen met de afdeling. We hebben een teamsessie, en daar hebben de we (sub)doelen zoals we die vorig jaar bedacht hebben, met elkaar geëvalueerd. Welke hebben we gehaald, welke hebben we niet gehaald. Betekent dat de doelen er dan af mogen, of moeten ze blijven staan, dat soort dingen. En ook samen met hun bedacht, als dit dan het doel is, welke resultaten willen we dan halen als we aan het doel willen voldoen''. (Respondent 4).*

Interaction (managers with employees)	No discussion	Discussion	Combination
Respondent 1	x		
Respondent 2		x	
Respondent 3		x	
Respondent 4		x	
Respondent 5		x	
Respondent 6			
Respondent 7	x		
Respondent 8			
Respondent 9		x	
Respondent 10*			x
Respondent 11		x	
Respondent 12		x	
Respondent 13		x	
Respondent 14		x	

A combination. There is discussion between the manager and employees about goals, but the department is also restricted to national criteria.

Table 6: Interaction of performance measurements between managers and employees.

Variety in performance measurement

Variety refers to the fact to what extend there is a possibility to customize the goals that are measured, and to what extend performances are highlighted from multiple perspectives. Annually, Noaberkracht establishes (sub) goals for each department, and as seen in last paragraph, most of the time the goals are established through discussion between management, managers and employees. The results from the interviews revealed that when (sub) goals are not achieved, it not necessarily has to be judged as insufficient, as long as a founded reason can be given with explanation why a goal is not achieved. In addition, the answers in the interviews show that there is regular consultation between management, managers and employees to judge to what extend goals are achieved, and if there is a need to adjust goals.

''These are discussed periodically. Are we going to achieve the target this year, or do we not achieve the target due to special circumstances, or are there reasons to adjust the target'' (Respondent 12).[25]

---

[25] *Die hebben we periodiek op tafel, loopt het nog, gaan we het halen dit jaar of zijn er bijzondere omstandigheden dat we het niet gaan halen, of moeten we bijsturen (Respondent 12).*

As indicated above, it is important to judge results not only from one perspective. The following example illustrates that not only the amount, or the speed of a process is of importance, but the quality of the process might influence the final result. It shows that the short term results are positive, but the long term results might be negative. This example shows it is important to highlight results from multiple perspectives.

''I can deal ten claims within an hour, while the other handles three. However, the one that handles ten claims, needs to go to court because someone disagrees with the decision. The one that handles three claims works at a more accurate and careful level, that he never needs to go to court'' (Respondent 6).[26]

Dynamics

The importance of dynamics in performance measurements, it that not only the product (*or numbers),* but that there is also focus on the process of the production (de Bruijn, 2006). If one only takes into account the product approach, a perverted performance measurement system might occur. To prevent this phenomenon, according to de Bruijn (2006), the process that creates the 'product' is also important.

In order to structure the answers of the respondents, the answers from the interviews have been divided into three sections: (1) mainly a product approach, (2) a combination of a product- and process approach, and (3) mainly a process approach.

''If I have the choice between the product or the process performances, then I initially chose the process. Because product performances depends on the processes (Respondent 6).[27]

A product approach is preferred only one time, while the rest of the managers prefer a process approach or a combination of a product- and process approach (see table 13). There exists a slightly preferences in the direction of process approach, although that might be explained by the novelty of the organization, where managers need to optimize processes first.

---

[26] *Ik kan er 10 binnen één uur afhandelen. Terwijl de ander er maar 3 kan afhandelen. Maar die ene met 10, moet 5 keer naar de rechtbank, omdat iemand het met de uitspraak niet eens is. Degene gaat naar de rechtbank, en blijkt de bezwaarmaker gelijk te hebben.. Degene die er drie doet, die werkt zodanig nauwkeurig en zorgvuldig dat hij nooit naar de rechtbank hoeft*

[27] *''Als ik de keuze heb tussen de cijfermatige prestaties of de proces prestaties, dan kies ik in eerste instantie voor het proces. Want productprestaties zijn afhankelijk van de processen'' (Respondent 6)*

Dynamics	More Product approach	Combination	More process approach
Respondent 1		x	
Respondent 2		x	
Respondent 3	x		
Respondent 4		x	
Respondent 5		x	
Respondent 6			x
Respondent 7			x
Respondent 8			x
Respondent 9			x
Respondent 10		x	
Respondent 11			x
Respondent 12			x
Respondent 13		x	
Respondent 14		x	

Table 7: Results of a more product- or process approach.

More or less it is a process, but also a product approach at the moment you finished it and have to deliver (Respondent 12). [28]

---

[28] *''Het is min of meer een proces, maar ook wel weer een productbenadering wanneer je het moet opleveren''
(Respondent 12).*

6. Conclusion

This chapter has the focus of two aspects. The first paragraph gives an answer to the expectations and gives an answer to the main question of this study. The second chapter describes recommendations.

Expectation 1: Noaberkracht as organization suffices to the characteristics of the integration model: (1) reducing vulnerability, (2) increase of service quality, and (3) improvement of service quality.

From the literature, it is expected that Noaberkracht meets the characteristics of the integration model as described by Fraanje & Herweier (2013). The selected characteristics of this expectation have been researched through interviews. The results of the variable 'equality between both organizations' are unambiguous. Both municipalities are approximately equal in terms of area and population. Therefore, a foundation is present to collaborate together on basis of equality. All respondents feel the collaboration arrangement is in fact based on equality. Thus, employees do not feel that one of the parties is dominant.

By merging the administrative capacities, the new organization Noaberkracht is less vulnerable than two separate administrative organizations. This can be explained by the fact that there is a greater organizational capacity, newly created supportive functions, and more specialization among employees. On the contrary, due to a plurality of financial cuts, there exists a risk that all activities must be accomplished with fewer employees, which leads to a more vulnerable organization.

Another risk is aging in the organizations. There are relatively many 'old' employees, that leave the organization with due to their pension. Subsequently, it becomes a challenge to transfer knowledge from the 'old' employees to new and younger employees. Is should be noted, at this moment the organization has started a trainee-program, to obviate this risk.

Expectation 2: (Organization) goals set in advance, that is (1) Standardization of policies and regulations, (2) reduction of (ICT) applications and an (3) improvement of services, will be achieved by Noaberkracht.

The process of standardization of policies and regulations was, especially from the beginning, proceeding rapidly. According to the experiences from the managers it might

be explained by the fact that the 'more easy' policies and regulations were standardized first. Nevertheless, standardization is still an ongoing process, and more and more policies and regulations are being standardized. In addition, the respondents experience standardization of policies and regulation necessary, and feel that standardization has a positive effect on the efficiency of the organization.

Another standardization process is the reduction of the number of application within the organization. This appears to be an extensive project, spread over multiple years and it runs steadily. The target that was set at the start of Noaberkracht, has not been reached. The experiences from the managers are somewhat ambiguous, due to the fact that not all application work fluently. However, managers feel that it is necessary to standardize application to become more efficient. The reduction of the applications has different implications for each department, and for each department the applications are customized. Thus, it cannot be concluded this goal has been achieved, or not achieved, there are differences for each department.

Targets that are set for the quality of service delivery are reasonable positive. Multiple targets have been achieved, and for some departments the results are more than sufficient. However, for each department the quality of service delivery has a different meaning. Therefore, it is not possible to conclude that the quality across the entire organization has been approved by 10%, as was the target at the start of Noaberkracht. One might question, to what extent it is possible to operationalize this target, and ultimately if it is possible to actually measure is.

Expectation 3: Noaberkracht suffices the following conditions of performance measures: (1) interaction, (2) variation and (3) dynamics.

The third expectation is based on the three conditions established by de Bruijn (2006). In general, Noaberkracht fulfills to all three conditions. The results from the interviews show that targets of each department are composited through discussion between managers and employees. In addition, employees will not be responsible for targets without having influence of that target. Subsequently, targets are discussed throughout the year, and if necessary, the possibility exist to adjust targets with sufficient and realistic explanation. Lastly, most of the respondents often combine a product approach with a process approach. There exists a slightly preferences in the direction of process approach, although that might

be explained by the novelty of the organization, where managers need to optimize processes.

> *How do the performances of 'working organization Noaberkracht Dinkelland Tubbergen''*
> *develop after the administrative merger of the municipalities?*

According to the results of this study, it can be concluded that the performances of Noaberkracht Dinkelland Tubbergen are developing positively. Firstly, the experiences about the administrative merger of the respondents are generally positive. Two combined administrative organizations create a greater capacity, which leads to less vulnerability.

Present targets established by Noaberkracht, are often deemed necessary according to the respondents. It should be noted that targets are not linked to period of time. Also, some of the targets are described too general, while it might be needed to specifically create a target per department.

The results showed that Noaberkracht sufficiently deals with performance measurements according to the perceptions of management employees. The respondents indicate that targets are created through discussions with management, managers and employees at an operational level. In addition, the possibility exists to change targets throughout the year, if sufficient explanation is given.

Recommendations

- Make differences in the gravity of the standardization process for policies / regulations, and the reduction of applications. What time is necessary to complete a standardization process, and what is the effect? To give a degree to a standardization process, one might create a more complete picture to the development of the standardization process.

- Determine the quality of service delivery for each department separately, and figure what are the most important indicators for a specific department. This allows the organization to monitor the targets per department, and monitor to what extend the quality of service delivery over the entire width of the organization has been increased with 10%.

- Keep attention to the three conditions for performance measurement as described in this study. As indicated in the conclusion, Noaberkracht complies with these three conditions. However, it is important to maintain and if possible improve these conditions.

- Be aware of aging in the organization. Probably, in the next coming years there are leaving relatively many employees. It is important to replace employees with the possibility to transfer knowledge to younger employees.

- If after this study, it is decided to continue to monitor the perceptions of employees, it might be an option to interview employees at an operational level in the organization, or to interview employees of external organizations. Perhaps employees have different perceptions regarding the three conditions, interaction, variety and dynamics. Or it might occur that external organizations or citizen's judge Noaberkracht as insufficient.

7. Literature

Bruijn, J. A. (2006). *Prestatiemeting in de publieke sector: tussen professie en verantwoording*. Lemma.

Boyne, G. A., & Chen, A. A. (2006). Performance targets and public service improvement. *Journal of Public Administration Research and Theory*, *17*(3), 455-477.

Emans, B.J.M. (2002). *Interviewen: theorie, techniek en training.* Groningen: Stenfert Kroese.

Fraanje, R., & Herweijer, M. (2013). Innoveren in samenwerking: een alternatief voor herindeling? *Bestuurswetenschappen,* 58-76.

Grubbs, J. W. (2000). Can agencies work together? Collaboration in public and nonprofit organizations. *Public Administration Review*, *60*(3), 275-280.

Heinrich, C. J. (2002). Outcomes–based performance management in the public sector: implications for government accountability and effectiveness. *Public Administration Review*, *62*(6), 712-725.

Heinrich, C. J., & Marschke, G. (2010). Incentives and their dynamics in public sector performance management systems. *Journal of Policy Analysis and Management*, *29*(1), 183-208.

Herweijer, M., & van Genugten, M. (2013). *Innovatie van binnenlands bestuur.Bestuurswetenschappen, 67,* 45-57.

Hulst, R., & Van Montfort, A. (Eds.). (2007). *Inter-municipal cooperation in Europe.* Springer.

Koppenjan, J. (2008). Creating a playing field for assessing the effectiveness of network collaboration by performance measures. *Public Management Review*, *10*(6), 699-714.

Krane, D. (2008). Can the" Courthouse Gang" Go Modern?: Lessons from the Adoption of Performance-Based Management by County Governments. *Public Performance & Management Review*, *31*(3), 387-406.

McGuire, M. (2006). Collaborative public management: Assessing what we know and how we know it. *Public administration review*, *66*(s1), 33-43.\

Ministerie van Binnenlandse Zaken en Koninkrijksrelaties (2013). Beleidskader herindeling. Den Haag.

Mandell, M. P., & Keast, R. (2008). Evaluating the effectiveness of interorganizational relations through networks: Developing a framework for revised performance measures. *Public Management Review*, *10*(6), 715-731.

O'Leary, R., & Bingham, L. B. (Eds.). (2009). *The collaborative public manager: New ideas for the twenty-first century.* Georgetown University Press.

Osborne, D. (1993). Reinventing government. *Public Productivity & Management Review*, 349-356.

Pollitt, C., & Bouckaert, G. (2011). Public management reform: A comparative analysis-new public management, governance, and the Neo-Weberian state. *Oxford University Press.*

Rainey, H. G. (2003). *Understanding and managing public organizations.*

Teisman, G. R., & Klijn, E. H. (2002). Partnership arrangements: governmental rhetoric or governance scheme?. *Public administration review, 62(2), 197-205.*

Thiel, S. V., & Leeuw, F. L. (2002). The performance paradox in the public sector. *Public performance and management review*, *25*(3), 267-281.

Torenvlied, R. (2012). De mantra van coördinatie of het optimisme over netwerken in de publieke sector.

Yin, R.K. (2003). *Case study research. Design and methods*. California: Sage Publications

Walker, R. M., Boyne, G. A., & Brewer, G. A. (Eds.). (2010). *Public management and* performance*: research directions*. Cambridge University Press.

Zwaan, L. (2005). Intergemeentelijke samenwerking in nieuw perspectief: Leeuwendaal. *Den Haag.*

Appendix A: Organization chart Noaberkracht Dinkelland Tubbergen
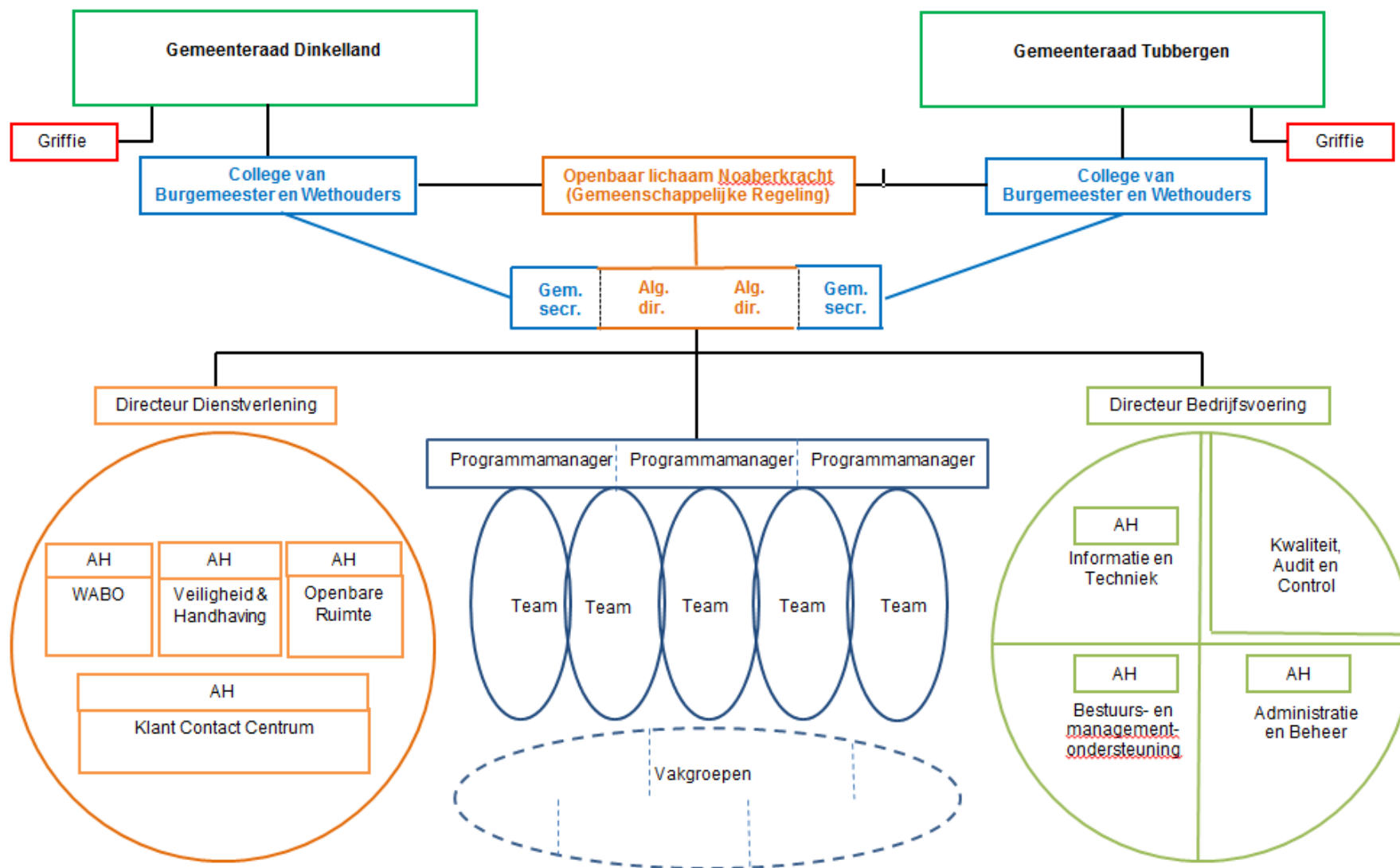
Appendix B: Interview protocol (in Dutch)

Noteer de datum en tijd.

A   Datum: ……….

B   Tijd: ……….

Inleiding

Mijn naam is Coen Vennegoor en ik verricht een onderzoek bij Noaberkracht Dinkelland Tubbergen. Dit onderzoek wordt uitgevoerd in het kader van de afronding van mijn studie Public Administration (bestuurskunde) aan de Universiteit Twente. Graag wil ik uw medewerking vragen voor een interview dat als basis dient voor mijn onderzoek.

De laatste jaren zijn steeds meer gemeenten vaker en intensiever met elkaar gaan samenwerken. Gemeente Dinkelland en gemeente Tubbergen hebben vanaf 2013 het ambtelijke apparaat samengevoegd in de vorm van Noaberkracht Dinkelland Tubbergen. Mijn onderzoek richt zich op de ontwikkeling van de prestaties op het gebied van samenwerking binnen Noaberkracht Dinkelland Tubbergen. Hierbij wil ik graag benadrukken dat het gaat om de interne organisatie, en niet om de effecten op de maatschappij.

Uw bijdrage is het delen van ervaringen met betrekking tot de prestaties van uw eigen afdeling/team binnen Noaberkracht Dinkelland Tubbergen. Om de betrouwbaarheid van het onderzoek te vergroten zullen meerdere leidinggevenden over verschillende afdelingen/teams binnen Noaberkracht Dinkelland Tubbergen worden geïnterviewd. De verwachting is dat het interview maximaal anderhalf uur van uw tijd in beslag gaat nemen.

Wanneer er gevraagd wordt naar uw situatie, gaat het uitdrukkelijk om uw persoonlijke situatie, dus vanuit de eigen functie en vanuit het eigen perspectief. Het gaat dus niet om 'goede' of 'foute' antwoorden.

Ik wil u er graag op wijzen dat er vertrouwelijk met uw informatie wordt omgegaan. Voor een zorgvuldige analyse van het interview zal ik u vragen of er een geluidsopname gemaakt mag worden. Deze opnamen zijn uitsluitend bestemd voor onderzoeksdoeleinden. Het interview wordt naderhand uitgetypt, en naar u teruggestuurd om vervolgens akkoord te geven.

Hopende u hiermee voldoende te hebben geïnformeerd.

Mocht u na het interview vragen of opmerkingen hebben, dan kunt u contact opnemen met ondergetekende (c.j.j.vennegoor@student.utwente.nl)

(Lees voor): Heeft u nog vragen voorafgaand aan dit interview?

Naam respondent

....

<u>ALGEMEEN</u>

1. **Wat is uw functie in deze organisatie?**

   Enquêteur: Vraag hier goed door: Om wat voor werk gaat het precies?

   ```



   ```

2. **Op welke manier bent u betrokken geweest bij de totstandkoming van de 'nieuwe' organisatie Noaberkracht Dinkelland Tubbergen?**

   ```



   ```

<u>SAMENWERKING</u>

3. **Algemene ervaringen samenwerking**

   A: Hoe ervaart u tot nu toe de samenwerking / samenvoegingen van twee ambtelijke gemeenten naar Noaberkracht Dinkelland Tubbergen?

   B: Wat zijn voor uw afdeling/team de twee meest belangrijke resultaten die de samenwerking heeft opgeleverd?

   C: Wat zijn voor uw afdeling/team twee punten waarop de samenvoeging op een negatieve manier heeft uitgepakt?

4. **Proces van beslissingen**

   A: Hoe is het formele en operationele besluitvormingsproces veranderd in het laatste jaar ten op zichtte van het begin van de samenwerking?

5. Vertrouwen tussen samenwerkende partijen.

Vertrouwen tussen werknemers op een afdeling of in een team is belangrijk. De fusie heeft er voor gezorgd dat er nieuwe teams zijn gevormd met werknemers van beide gemeenten, en daar gaan de volgende vragen over.

A: Hoe ervaart u de ontwikkeling van het vertrouwen binnen de nieuw gevormde afdeling/team ?

B: Kunt u een voorbeeld geven van een situatie waarin er geen vertrouwen was tussen werknemers binnen de afdeling/team?

C: Zo ja, hoe is deze situatie opgelost?

6. Gelijkwaardigheid tussen samenwerkende partijen

Voorafgaand aan de samenwerking tussen beide gemeenten, is afgesproken dat er wordt samengewerkt op basis van gelijkwaardigheid.

A: Hoe ervaart u de verdeling tussen beide gemeente in de praktijk?

7. Kwetsbaarheid van de organisatie

De kwetsbaarheid van een organisatie kan op verschillende manier benaderd worden. In dit onderzoek heeft de kwetsbaarheid betrekking op de werknemers van de organisatie.

A: Hoe ervaart u de ontwikkeling met betrekking tot de personeelsbezetting?

B: In hoeverre is het opvangen van collega's (bij voorbeeld ziekte) makkelijker geworden?

C: Hoe ervaart u de ontwikkeling van het kennisniveau (specialisaties) van het personeel?

VOORAF GESTELDE DOELEN

In dit gedeelte van het interview hebben de vragen betrekking tot de doelen (thema's / ambities) die voorafgaand aan de start van Noaberkracht Dinkelland Tubbergen zijn gesteld.

8. Beleidsharmonisatie

Een van de vooraf gestelde doelen is het harmoniseren van beleid en regelgeving. Hiermee wordt bedoeld het op elkaar afstemmen en gelijk maken van beleid en regelgeving. Noaberkracht Dinkelland Tubbergen heeft de verantwoordelijkheid om voorstellen tot harmonisatie van beleid en regelgeving aan te dragen.

A: Hoe ervaart u het proces tot beleidsharmonisatie?

B: Kunt u een voorbeeld geven waarin een voorstel voor het harmoniseren van beleid heeft gewerkt?

C: Welke gevolgen heeft dit voor uw afdeling/team?

D: Kunt u een voorbeeld geven het harmoniseren van beleid niet heeft gewerkt?

E: Welke gevolgen heeft dit voor uw afdeling/team?

9. Werkprocessen

Het harmoniseren en efficiënt inrichten van gemeentelijke processen, wat tot doel heeft om verkortingen van actietijden en doorlooptijden. Tevens wordt een doel gesteld om het aantal applicaties binnen Noaberkracht Dinkelland Tubbergen met 40% te verminderen.

A: Hoe ervaart u het proces van verminderen van het aantal applicaties binnen uw eigen afdeling?

B: Kunt u een voorbeeld geven waarin het aantal applicaties is voor uw afdeling is verminderd?

C: Zo ja, hoe heeft dit uitgepakt?

D: Kunt u een voorbeeld geven waarin het verminderen van het aantal applicaties niet heeft gewerkt?

E: Waarom denkt u dat dit niet heeft gewerkt?

10. Kwaliteit dienstverlening

Noaberkracht Dinkelland Tubbergen heeft als doel gesteld om de kwaliteit van de dienstverlening over de volle breedte te verhogen met 10%.

A: Wat betekent de kwaliteit van de dienstverlening voor uw afdeling/team?

B: In hoeverre bent u van mening dat de kwaliteit van de dienstverlening is verhoogd?

C: Kunt u het meest invloedrijke voorbeeld geven waarin de kwaliteit van dienstverlening voor uw afdeling/team is verbeterd?

D: Waarop zou de kwaliteit van de dienstverlening naar uw mening verbeterd kunnen worden?

PRESTATIEMETINGEN VAN SAMENWERKING

11. Invloed op vooraf gestelde doelen

A: Zou u kunnen vertellen in hoeverre u invloed heeft gehad op de vooraf opgestelde doelen van de nieuwe organisatie Noaberkracht Dinkelland Tubbergen (thema's / ambities)?

12. Interactie in prestatiemeting

A: Kunt u aangeven hoe u geïnstrueerd wordt door uw direct leidinggevende om met prestatiemeting om te gaan?

B: In hoeverre worden doelen in onderling overleg overeengekomen tussen leidinggevenden en werknemers binnen uw afdeling/team?

13. Variëteit van prestatiemetingen

A: Kunt u aangeven in hoeverre er ruimte is voor aanpassingen in de prestatiemetingen van de samenwerking binnen de organisatie?

B: Kunt u een voorbeeld geven waarin u aanpassingen in de prestatiemetingen heeft voorgedragen?

C: Zo ja, wat zijn hier de uitkomsten van?

14. Dynamiek van prestatiemeting

Het verschil uitleggen tussen proces en productbenadering van de resultaten van prestatiemeting.

A: In hoeverre wordt er gekeken naar de productbenadering van de prestaties?

B: Wat zijn de vervolgstappen wanneer blijkt dat de resultaten niet naar behoren zijn?

C: In hoeverre wordt er rekening gehouden met het proces van de prestaties van de samenwerking?

D: Wat zijn de vervolgstappen wanneer blijkt een proces niet naar behoren gaat?

AFSLUITING

(lees voor) : Dit is het laatste gedeelte van het interview. Hier wil ik u graag de ruimte geven voor het maken van opmerkingen met betrekking tot het interview of onderwerp.

Wilt u nog opmerkingen maken met betrekking tot het interview of onderwerp?

Ik wil u graag bedankten voor de tijd die u heeft vrijgemaakt voor dit interview. Mocht u op een later tijdstip graag willen doorpraten of dit onderwerp dan is dat uiteraard altijd mogelijk.

ENQUÊTEUR: Noteer de tijd (24-uursklok). Interview geëindigd om:

A   uur: ....

B   minuten: ....

Appendix C: Operationalization scheme

Theoretische concepten	Variabelen	Definities	Meting	Data verzameling
Coordinatievormen / Samenwerkingsvormen	Hierarchische coordinatievorm	'Een hierachie kan omschreven worden als een organisatie met duidelijke omschrijvingen van	Formeel, bureaucratisch	Documenten
			Routine matige vorm van communicatie	Documenten
	Netwerk coordinatievorm	'een vorm waar de allocatie van middelen niet door transacties of door uitwisseling gebeuren, maar door individuen die zich met wederzijdse, gezamenlijke acties bezighouden (powell, 1990), en waarmee beslissingen worden genomen op basis van gezamelijke besluitvorming (van Heffen & Klok, 2000)"	**Proces van beslissingen**	
			Hoe is het formele en operationele besluitvormingsproces veranderd in het laatste jaar ten op zichtte van het begin van de samenwerking?	Documenten/interview
			Vertrouwen	
			Hoe ervaart u de ontwikkeling van het vertrouwen binnen de nieuw gevormde afdeling/team ?	Interview
			Kunt u een voorbeeld geven van en situatie waarin er geen vertrouwen was tussen werknemers binnen de afdeling/team?	Interview
			Zo ja, hoe is deze situatie opgelost?	Interview
	Integratiemodel op basis van gelijkwaardigheid	Bij het t integratiemodel voegen de samenwerkende gemeenten het grootste deel van het ambtelijke apparaat samen in één nieuwe organisatie, dat op contractbasis diensten verleent aan de deelnemende gemeentebesturen, en waarbij de inbreng relatief gelijkwaardig is.	**Gelijkwaardigheid tussen samenwerkende partijen**	
			Ervaart u in de praktijk dat de verdeling tussen beide gemeenten is op basis van gelijkwaardigheid?	Documenten/interview
			Welke doelen (ambities) zijn geformuleerd voorafgaand aan de start van de samenwerking?	Documenten
			Kwetsbaarheid	
			Hoe ervaart u de ontwikkeling met betrekking tot de personeelsbezetting?	Interview
			In hoeverre is het opvangen van collega's makkelijker geworden?	Interview
			Hoe ervaart u de ontwikkeling van het niveau van het personeel?	Interview
Prestatiemeting	Niveau van prestatiemeting met betrekking tot samenwerkingen tussen organisaties	Mandell & Keast onderscheiden drie niveaus van prestatiemeting. Dit onderzoek zal zich richten op twee van deze drie niveaus, waarbij "gemeenschapsniveau" wordt buiten beschouwing gelaten. 1) organisatieniveau: waarbij het gaat om systemen te veranderen en nieuwe gedragspatronen te ontwikkelen. Bestuurder of manager die probeert het proces te sturen en hiervoor vaak verantwoordelijkheid heeft (Bruijn, 2006).'2) operationeel niveau: waar de interactie tussen individuele leden van de samenwerking naar voren komen (Mandell & Keast). De interactie tussen professionals die het primaire proces vormgeven (de Bruijn, 2006)	**Beleidsharmonisatie**	
			Hoe ervaart u het proces tot beleidsharmonisatie?	Interview
			Kunt u een voorbeeld geven waarin een voorstel voor het harmoniseren van beleid heeft gewerkt?	Interview
			Welke gevolgen heeft dit voor uw afdeling/team?	Interview
			Kunt u een voorbeeld geven het harmoniseren van beleid niet heeft gewerkt?	Interview
			Welke gevolgen heeft dit voor uw afdeling/team?	Interview
			Hoe ervaart u het proces van verminderen van het aantal applicaties binnen uw eigen afdeling?	Interview
			Kunt u een voorbeeld geven waarin het aantal applicaties is voor uw afdeling is verminderd?	Interview
			Zo ja, hoe heeft dit uitgepakt?	Interview
			Kunt u een voorbeeld geven waarin het verminderen van het aantal applicaties niet heeft gewerkt?	Interview
			Waarom denkt u dat dit niet heeft gewerkt?	Interview
			Kwaliteit	
			Wat betekent de kwaliteit van de dienstverlening voor uw afdeling/team?	Interview
			In hoeverre bent u van mening dat de kwaliteit van de dienstverlening is verhoogd?	Interview
			Kunt u het meest invloedrijke voorbeeld geven waarin de kwaliteit van dienstverlening voor uw afdeling/team is verbeterd?	Interview
			Waarop zou de kwaliteit van de dienstverlening naar uw mening verbeterd kunnen worden?	Interview
	Functies / condities prestatiemeting	Interactie: "in onderling overleg tot prestatie-indicatoren komen, en in overleg bepalen waarop professionals kunnen worden beoordeeld. Eenzijdige verandering van het systeem door de professional of manager is niet mogelijk" (de Bruijn, 2006).	Kunt u aangeven hoe u geïnstrueerd wordt door uw direct leidinggevende om met prestatiemeting om te gaan?	Interview
			In hoeverre worden doelen in onderling overleg overeengekomen tussen leidinggevenden en werknemers binnen uw afdeling/team?	Interview
		Variëteit: prestaties vanuit meerdere perspectieven belichten, en kan daarmee meerdere betekenissen hebben (Bruijn, 2006)	Kunt u aangeven in hoeverre er ruimte is voor aanpassingen in de prestatiemetingen van de samenwerking binnen de organisatie?	Interview
			Kunt u een voorbeeld geven waarin u aanpassingen in de prestatiemetingen heeft voorgedragen?	Interview
			Zo ja, wat zijn hier de uitkomsten van?	Interview
		Dynamiek: "niet alleen aandacht voor producten, ook aandacht voor het proces van voortbrenging" (de Bruijn, 2006)	In hoeverre wordt er gekeken naar de productbenadering van de prestaties?	Interview
			Wat zijn de vervolgstappen wanneer blijkt dat de resultaten niet naar behoren zijn?	Interview
			In hoeverre wordt er rekening gehouden met het proces van de prestaties van de samenwerking?	Interview
			Wat zijn de vervolgstappen wanneer blijkt een proces niet naar behoren gaat?	Interview

Appendix D: Code scheme

	Thema	Label	Coding
'Coordinatievormen / Samenwerkingsvormen			
A. Algemene ervaringen'	Hoe ervaart u tot nu toe de samenwerking / samenvoeging van de twee ambtelijke gemeenten naar Noaberkracht Dinkelland Tubbergen?	Heel negatief	A.1.1
		Negatief	A.1.2
		Neutraal	A.1.3
		Positief	A.1.4
		Heel positief	A.1.5
	Wat zijn voor uw afdeling/team de twee meest belangrijke resultaten die de samenwerking / samenvoeging heeft opgeleverd?	Open coding	A.2
	Wat zijn voor uw afdeling/team twee punten waarop de samenwerking / samenvoeging op een negatieve manier heeft uitgepakt?	Open coding	A.3
B. Proces van beslissingen	Hoe is het formele en operationele besluitvormingsproces veranderd in het laatste jaar ten op zichtte van het begin van de samenwerking?	Open coding	B.1
C. Vertrouwen	Hoe ervaart u de ontwikkeling van het vertrouwen binnen de nieuw gevormde afdeling/team ?	Heel negatief	C.1.1
		Negatief	C.1.2
		Neutraal	C.1.3
		Positief	C.1.4
		Heel positief	C.1.5
	Kunt u een voorbeeld geven van en situatie waarin er geen vertrouwen was tussen werknemers binnen de afdeling/team?	Open coding	C.2
	Zo ja, hoe is deze situatie opgelost?	Open coding	C.3
D: Gelijkwaardigheid tussen samenwerkende partijen	Ervaart u in de praktijk dat de verdeling tussen beide gemeenten is op basis van	Ja	D.1.1
		Nee	D.1.2
E: Kwetsbaarheid	Hoe ervaart u de ontwikkeling met betrekking tot de personeelsbezetting?	Heel negatief	E.1.1
		Negatief	E.1.2
		Neutraal	E.1.3
		Positief	E.1.4
		Heel positief	E.1.5
	In hoeverre is het opvangen van collega's makkelijker geworden?	Open coding	E.2
	Hoe ervaart u de ontwikkeling van het niveau van het personeel?	Heel negatief	E.3.1
		Negatief	E.3.2
		Neutraal	E.3.3
		Positief	E.3.4
		Heel positief	E.3.5
Prestatiemetingen			
F: Beleidsharmonisatie	Hoe ervaart u het proces tot beleidsharmonisatie?	Heel negatief	F.1.1
		Negatief	F.1.2
		Neutraal	F.1.3
		Positief	F.1.4
		Heel positief	F.1.5
	Kunt u een voorbeeld geven waarin een voorstel voor het harmoniseren van beleid heeft gewerkt?	Open coding	F.2
	Welke gevolgen heeft dit voor uw afdeling/team?		F.3
	Kunt u een voorbeeld geven het harmoniseren van beleid niet heeft gewerkt?	Open coding	F.4
	Welke gevolgen heeft dit voor uw afdeling/team?		F.5

G: Werkprocessen	Hoe ervaart u het proces van verminderen van het aantal applicaties binnen uw eigen afdeling?	Heel negatief	G.1.1
		Negatief	G.1.2
		Neutraal	G.1.3
		Positief	G.1.4
		Heel positief	G.1.5
	Kunt u een voorbeeld geven waarin het aantal applicaties is voor uw afdeling is verminderd?	Open codering	G.2
	Zo ja, hoe heeft dit uitgepakt?	Open codering	G.3
	Kunt u een voorbeeld geven waarin het verminderen van het aantal applicaties niet heeft gewerkt?	Open codering	G.4
	Waarom denkt u dat dit niet heeft gewerkt?		G.5
H. Kwaliteit	Wat betekent de kwaliteit van de dienstverlening voor uw afdeling/team?	Open codering	H.1
	In hoeverre bent u van mening dat de kwaliteit van de dienstverlening is verhoogd?	Open codering	H.2
	Kunt u het meest invloedrijke voorbeeld geven waarin de kwaliteit van dienstverlening voor uw afdeling/team is verbeterd?	Open codering	H.3
	Waarop zou de kwaliteit van de dienstverlening naar uw mening verbeterd kunnen worden?	Open codering	H.4
I: Interactie in prestatiemetingen	Kunt u aangeven hoe u geïnstrueerd wordt door uw direct leidinggevende om met prestatiemeting om te gaan?	Geen instructie	I.1.1
		In onderling overleg	I.1.2
		Hierarchisch	I.1.3
	In hoeverre worden prestatieafspraken in onderling overleg overeengekomen tussen	In onderling overleg	I.2.1
		Niet in onderling overleg	I.2.2
J: Variëteit	Kunt u aangeven in hoeverre er ruimte is voor aanpassingen in de prestatiemetingen van de samenwerking binnen de organisatie?	Open codering	J.1
	Kunt u een voorbeeld geven waarin u aanpassingen in de prestatiemetingen heeft voorgedragen?	Open codering	J.2
	Zo ja, wat zijn hier de uitkomsten van?	Open codering	J.3
K: Dynamiek	In hoeverre wordt er gekeken naar de productbenadering van de prestaties?	Productbenadering	K.1
	Wat zijn de vervolgstappen wanneer blijkt dat de resultaten niet naar behoren zijn?	Open codering	K.2
	In hoeverre wordt er rekening gehouden met het proces van de prestaties van de samenwerking?	Procesbenadering	K.3
	Wat zijn de vervolgstappen wanneer blijkt een proces niet naar behoren gaat?	Open codering	K.4