

The design of social community teams in the municipality of Zwolle

M.E.J. (Marjolein) Pistor

Master Public Administration (Public Safety)

The logo for the municipality of Zwolle, featuring a solid blue square with the word "Zwolle" in white, bold, sans-serif font.

Zwolle

UNIVERSITY OF TWENTE.

The design of social community teams in the municipality of Zwolle

Author: M.E.J. (Marjolein) Pistor
s1085107

Program: Public Administration – Public Safety
Faculty Behavioral, Management and Social Sciences

University of Twente
Drienerlolaan 5
7522 NB Enschede

Supervisors:
University of Twente: Dr. P.J. (Pieter-Jan) Klok
Dr. H. (Henk) van der Kolk
Municipality of Zwolle: H. (Henk) Procé

Place: Enschede/Zwolle

Date: 24-06-2016

Status: Definitive

Correspondence address
M.E.J. (Marjolein) Pistor
Belvédèrelaan 121
8043 LW Zwolle
marjoleinpistor@gmail.com

Preface

Before you lies my final work, the thesis 'The design for social community teams in the municipality of Zwolle'. The thesis is written as a final assignment for the master Public Administration at the University of Twente. With this thesis, the program is completed and it concludes my education. The writing of this thesis has been a learning process. Both academically in the field of public administration, as well as personally in experiencing different types of challenges along the way. Academically, this process has taught me how to think analytically and also present my findings in a clear manner. Personally, this process came with several hurdles I had to take and it has trained me to believe in myself and be more confident.

Of course I would not be here, at the end of my masters, without the help and support of others. In the first place, both my supervisors Dr. Pieter-Jan Klok and Dr. Henk van der Kolk deserve a big thanks. They helped and advised me and always showed me new and interesting angles to my research. They also kept me on track and made sure I was not burdening myself with too much work. Keeping a clear focus on the things that matter is the most important thing I learned from them. A special thanks goes to my supervisor from the municipality of Zwolle, Henk Procé. He always made time to listen to my progress and provided me with the knowledge and tools that I needed to complete this thesis.

Besides the support and help from my supervisors, I also want to thank my parents and boyfriend. Their support and believing in me made it able to continue and also helped me to believe in myself. Now that this thesis is finished I am confident to leave my student-career behind me and enter the world of professionals.

Marjolein Pistor
Zwolle, June 24th 2016

Abstract

There is no ideal or best design for social community teams, instead the goal of this research is to on the one hand present an overview of possibilities for the design of a social community team and on the other hand to advise the municipality of Zwolle on which changes they can make to optimize their design. The main research question is focusing on the most suitable design for the social community teams in the municipality of Zwolle. With 'design', the organizational structure and the directing role of the municipality is meant. The organizational structure of the design consists of a further distinction between the organizational structure on the individual level of the team members, their role in the team so to say, and the organizational structure on the team level. To get an answer to this research question, the thesis consists of three parts. The first part is zooming in on the current design of the social community teams in the municipality of Zwolle. Asking experts and looking into documentation, a complete overview of the situation is made.

The second part is evaluation the current design of the social community teams in Zwolle. By evaluating the design, strong and weak aspects of it become visible. The evaluation is done by interviews with the team leaders and a survey is sent to all the team members of the social community teams in Zwolle. The results of this part show that both the team leaders as well as the team members face some difficulties with the fact that the team members are seconded from their mother organizations. Loyalty conflicts, income differences and multiple computer systems are some of the challenges they face. The team members are already relatively content with their individual role as well as with the fact that they work with a generalistic team. The third, and final, part of the research is involving other municipalities. Both the municipality of Utrecht and the municipality of Eindhoven are asked about their design for the social community teams. These evaluations are based on the same aspects as the evaluation of the social community teams in Zwolle. Both Utrecht as well as Eindhoven have a different design, and are not working with seconded team members but have a foundation instead. The difficulties at hand in Zwolle, are not visible in Utrecht and Eindhoven due to that fact.

The results show that the biggest downsides of the current design in Zwolle are mostly due to the fact of the secondment. Both Utrecht and Eindhoven work with an organization that hires the team members and it shows that the problems that stem from the secondment are solved that way. The municipality of Zwolle will still be able to have an influence on the social community teams as wished. Because a new organization can still be a part of the municipality, but it can also be an independent organization. And even with an independent organization, due to contracts the municipality of Zwolle can have the influence as they wish. The examples of Utrecht and Eindhoven show that even though both municipalities work with a foundation, the municipality of Utrecht has much closer ties with the foundation. This research is unfortunately not able to advise which type of organization will be most suitable for the municipality of Zwolle, to answer that more time and further research is needed.

The advice to the municipality of Zwolle is to let the team members be in touch with their specialistic background and let them work as T-shaped professionals. Furthermore, the teams are currently generalistic teams and this is just fine the way it is. The biggest changes are with the directing role of the municipality. This creates the most downsides for the team members and due to that fact it is the part that needs the biggest changes. Therefore, the advice is to create an organization that hires the team members.

Content

Preface	3
Abstract.....	4
1 Introduction	7
1.1 Context.....	7
1.2 Research question and sub-questions.....	8
1.3 Relevance	9
1.4 Reading guide.....	10
2 Theoretical framework	11
2.1 Organizational structure on individual level	11
2.1.1 Conclusion: Organizational structure on individual level	13
2.2 Organizational structure on team level	13
2.2.1 Model 1: A generalistic team	15
2.2.2 Model 2: A generalistic (front)team with specialistic team(s) behind.....	15
2.2.3 Model 3: Generalistic team and one (or more) specialistic team(s) alongside each other.....	16
2.2.4 Model 4: Specialistic teams alongside each other.....	16
2.2.5 Conclusion: Organizational structure on team level.....	16
2.3 Directing role of the municipality	17
2.3.1 Municipality themselves	18
2.3.2 Bedrijfsvoeringorganisatie (BVO).....	18
2.3.3 Partnership agreement	18
2.3.4 Foundation	19
2.3.5 Co-op(eration).....	21
2.3.6 Conclusion: Directing role of the municipality.....	22
3 Research methodology	23
3.1 Research strategy.....	23
3.1.1 Case and variables.....	23
3.2 Data collection	23
3.2.1 Document analysis	23
3.2.2 Interviews.....	23
3.2.3 Surveys	24
3.3 Operationalization	24
4 Results.....	28

4.1	Sub-question 1	28
4.1.1	Organizational structure	28
4.1.2	Directing role of the municipality	30
4.1.3	Conclusion sub-question 1	32
4.2	Sub-question 2	32
4.2.1	Introduction	32
4.2.2	Part one – the interviews	33
4.2.3	Part two – the surveys	35
4.2.4	Conclusion sub-question 2	42
4.3	Sub-question 3	43
4.3.1	Overview design	43
4.3.2	Evaluation	48
4.3.3	Conclusion sub-question 3	51
5	Conclusion	53
6	Discussion	55
6.1	Limitations	55
6.2	Recommendations for further research	55
7	Bibliography	57
8	Appendices	60
	Appendix A – Calculations margin of error	61
	Appendix B – Tables of the results	62
	Appendix C – List of used abbreviations	64
	Appendix D – List of consulted people	65

1 Introduction

1.1 Context

Three decentralizations were implemented in the Netherlands since the first of January, 2015. The decentralizations entailed that some responsibilities shifted from the national government towards local government. As of that day, the municipalities thus became responsible for three more policy fields: employment and income ('Participatiewet' [Participation Act]), youth services ('Jeugdwet' [Youth Act]), and outpatient counselling for citizens with a disability ('Wet maatschappelijke ondersteuning 2015, Wmo 2015' [Social Support Act]). First of all, the Participation Act ensures that the municipality supports work activation and grants social assistance (Participatiewet, October 2003) in order to get everyone with or without a labour constraint to work. Therefore, the participation act replaces the 'Wet werk en bijstand (Wwb)', the 'Wet sociale werkvoorzieningen (WSW)', and for a big part the 'Wet werk en arbeidsondersteuning jonggehandicapten (Wajong)'. Secondly, the Youth Act makes the municipality responsible for prevention, support, help and care to youth and parents with developmental- and behavioural problems, psychological problems, and dysfunctions (Jeugdwet, March 2014). Finally, the Social Support Act guarantees help from the municipality in the fields of empowerment, participation, assisted living and shelter (Wet maatschappelijke ondersteuning 2015, July 2014).

The reason for the shift from national towards local government is that the municipality is closer to the citizens and is therefore thought to be able to deliver customized and individual care for their citizens (Teekman, Slendebroek-Meints, Pruim, & Jager-Vreugdenhil, 2015; Oude Vrielink, Kolk, & Klok, 2014; van den Bosch, 2014). The individual needs of the citizens stand central and the decentralization should lead towards more empowerment of citizens and a more effective way of using a citizens' social network and the provisions of the municipality (Rijksoverheid, 2012). In the same coalition agreement of 2012 'Bruggen Slaan' [Building bridges] by VVD and PvdA, the specific phrase 'one family, one plan, one director' was first mentioned and has been used extensively ever since to describe the main goal of the social community teams (Rijksoverheid, 2012, p. 24). The term social community teams is a umbrella term for how municipalities will work with the decentralization. The sentence one family, one plan, one director implies an integral manner of working and that is exactly what the national government wants the municipalities to do. With the one-family-one-plan-one-director approach there comes an end to the practice where rescuers are working at cross purposes for the support of one family (Rijksoverheid, 2012, p.24).

However, the national government of the Netherlands does not prescribe how the municipalities should organize this plan, still there is a very similar way of working found in several municipalities. Van Arum and Schoorl (2015) found that 69% of the 224 municipalities that participated in their research (to be complete, at the time the Netherlands had 403 municipalities in total (CBS, 2015)) had already created a team to fulfil the new tasks given to them with the decentralizations. Another 17% were in the process of establishing such a team. Depending on the municipality you look at, there are different names for the teams they established for these new tasks in the social domain. Names like: 'WIJteam' (Eindhoven), 'Wijkteams' (Enschede), 'Buurtteams' (Utrecht), 'Samen DOEN-teams' (Amsterdam), 'Sociale wijkteams' (Zwolle) etc. Since this research is commissioned by the municipality of Zwolle, their way of naming with regards to the decentralisations will be followed, it is translated as 'Social community teams' and from now on, this terminology will be followed. The transition committee social domain calls the social community teams 'the pivot point between municipality, professionals, volunteers and the citizens' but at the same time warns that the one-family-one-plan-one-director approach will not work correctly if the organizations are not able to work together wholeheartedly in order to deliver integral and customized care (Transitiecommissie Sociaal Domein, 2015).

The basic principle that the municipality of Zwolle employs is that ‘everyone participates’ and therefore their aspiration is empowerment in relation to someone’s ability (Gemeente Zwolle, 2013, p. 4). Another statement by the municipality is that they want to strengthen the civil society: ‘A [...] community where citizens are willingly to do something for each other and actively participate within the community.’ (Gemeente Zwolle, 2013, p. 9). In order to achieve these goals, the municipality decided to work with social community teams. Nevertheless, the social community teams can exist in different sizes and shapes. There are a lot of possibilities to design the social community teams and there is not just one design. The idea of a social community team is generally accepted, but different municipalities have different types of social community teams. This thesis is focusing on the designs of social community teams.

1.2 Research question and sub-questions

The municipality of Zwolle is wondering how to design the organizational structure of their social community teams in the future. As well as the directing role of the municipality that fits with the chosen design. With ‘design’ the design of the team is meant. Two different aspects of the design of social community teams will be described in this research:

- Organizational structure of the team(s)
 - Individual level of the team members
 - Level of the team itself
- Directing role of the municipality

The first aspect is the most important aspects of a the design of social community teams and since these are the main two aspects on which teams can differ from each other, both the level of the team members and the team itself will be used. The reason for choosing the aspect of the directing role comes from the direct wish of the municipality to change their directing role in a future design of the social community teams. As the two aspects of design already show, the focus is on the organizational structure and the directing role. Therefore, group dynamics, the functioning of the team with regards to caregiving , and the connection between the social community teams and the secondary healthcare providers will not be included in this research. This results in the following research question:

“Which organizational structure and directing role of the municipality for the design of social community teams is most suitable for the municipality of Zwolle?”

In order to find an answer to the research question it is necessary to divide the question into different sub-questions. These sub-questions combined will provide a solid answer to the research question. As a start, it is important to have a look at the current situation. The current situation will provide important information on the decisions that the municipality has made and how the social community teams are designed right now. Therefore the first sub-question focusses on the current format of the social community teams:

S1. How are the social community teams currently designed in the municipality of Zwolle, with regards to the organizational structure and the directing role of the municipality?

With regards to the two aspects, the first sub-question will show how the municipality of Zwolle designed their social community team(s) right now. There are several choices that could have been made on these aspects and the first sub-question looks at these choices. An overview of the possibilities that are relevant for this research can be found in the theoretical framework that follows, and all the variables and choices will be explained in further detail.

When knowing the current situation it is also useful to know how the employees would evaluate the social community teams on these aspects over the last year, which was their first year in function.

The evaluation focusses on both the positives as well as negatives. This information is useful to determine which aspects of the design of the social community teams works as mentioned, and which parts might be up for a change. The following sub-question is derived in order to gather information with the evaluation.

S2. How do the team leader(s) and other team members of the social community team(s) in Zwolle evaluate the organizational structure of the team(s) and the directing role of the municipality?

The evaluations from sub-question two are helpful to see whether the design for the social community teams works as desired or if there is room for any improvements. If the evaluation is combined with the theories from the theoretical framework an ex ante evaluation can be made. The ex ante evaluation evaluates other possible designs from the theoretical framework and provides the municipality of Zwolle with knowledge and evaluations about other design choices. By doing so, other municipalities, with other designs for their social community teams are being asked about their evaluations. There are expectations from the theory for certain effects, does another design eliminates the negative evaluations that might be discovered in sub-question two? This third sub-question is saying something about: 'if other choices were made, would that help solve the problems they experience right now?' There are three possibilities on how to answer this sub-question:

1. Theoretical, what expectations are there based on the theory?
2. Empirical, see how it works in other municipalities where other choices have been made.
3. Ask team members in Zwolle if another model would have worked better.

Nevertheless, number 1 is not advisable because the theories are not developed far enough.

Therefore this question should be answered empirically by asking evaluation from other municipalities or by asking team members of the social community teams in Zwolle on how other designs would work for them.

The choice has been made to involve other municipalities and evaluate their designs. Because the team members of the municipality of Zwolle might have a hard time trying to imagine how other designs would work, since they have not experiences working with them. For that reason, the third sub-question involves other municipalities who can evaluate other designs since they work with one of them. Therefore the third sub-question is:

S3. How do other municipalities evaluate their design choices on the aspects of organizational structure and the directing role of the municipality for their social community team(s)?

1.3 Relevance

This research has mainly social relevance, which is caused by the contribution that this research makes to the municipality of Zwolle. This research is valuable for the municipality of Zwolle in order to get acquainted with the different options for the organizational structure of social community teams. This report will provide a clear overview of all these options. When choosing a specific design for their own teams, they can substantiate their choice with this tool. Besides the overview, this research will also focus on the situation of Zwolle and this will provide the municipality with the handles to constructively make policy on the organization of the social community teams in the nearby future. Due to the fact that this research is an example of applied research, no attention has been paid to the scientific relevance.

1.4 Reading guide

So far the whole research has been introduced. The following part of this thesis focusses on the theories that are used. There is a lot of written material on social community teams and their design, both the organizational structure and the directing role of the municipality. Common options for these design choices are given in the theoretical framework. Subsequently, the research methodology is described. In that chapter attention is paid to the data collection methods as well as the operationalization of every sub-question. Together this finishes the first part of the research.

At that point, the body of the research starts. The body of the thesis consists of the results chapter, where the three sub-questions will be answered in upcoming order. Starting with the first sub-question about the current design of the social community teams in Zwolle, where it will also provide a graphical overview. Next to that comes the second sub-question, which is evaluating the current design for social community teams in Zwolle. This part ends with the third sub-question, an evaluation of other designs in different municipalities.

After the body of the research it is time for the final part, where the conclusion and the discussion are treated. The conclusion will provide an overall answer to the main research question. It connects the evaluation of the design of Zwolle with evaluations of other designs in other municipalities. With that, it is possible to give some advice on how the municipality of Zwolle can design their social community teams, with regards to the evaluations. The discussion part focusses on improvements of the research and on further research that can eventually help Zwolle to redesign their social community teams.

2 Theoretical framework

As the introduction already clarified, municipalities are free to decide how they want to design their social community team to fulfill their responsibilities in the social domain. In the theoretical framework all variables and choices on the design of a social community team will be further explained on the two chosen aspects: organizational structure and directing role of the municipality. Organizational structure includes both the organizational structure on the individual level of the team members, as well as the organizational structure on the level of the team itself. As a result of all these possibilities, a graphical overview of the choices will be provided at the end of each aspect.

2.1 Organizational structure on individual level

Team members and their characteristics are possible in all shapes and sizes. But the 'generalist' and the 'specialists' are the most common names that are being handled in the context of social community teams. Back in the days there were no specialists, the creation of the specialist is in short that the industrial revolution created complex organizations that were in need of specialization and division of labor, as Adam Smith already pointed at in 1776. Over the years specialists became more and more important, however, nowadays the world is moving back towards a more generalistic view again (Wang & Murnighan, 2013). The specialists are getting too specialized so to say and generalists are the 'new specialists'.

As the words generalist and specialist already imply, a specialist has knowledge that goes into the depth whereas the generalist has knowledge in the breadth of the field. Concerning the social community teams, literature is focusing on generalists. The social community teams should deliver integral care and work according to the one-household-one-plan-one-director manner. The director in this case is the generalist. However, a lot of the literature also speaks of the specialists, that it may be difficult for them to continue working as a generalist or what the role of specialists are in the team. The tasks of the social community teams are very complex. Whenever these tasks get too complex that there are no longer comprehensible for the generalist, a specialist is still needed. The need for professional support became so specialistic, that social community teams were established in order to work more integrally. The problems that come to a social community team can be very divers and complicated and this makes it hard for a generalist to work with. The tasks of a generalist are therefore very complex and it is hard to suddenly become a generalist. Therefore there are still a lot of question and uncertainties about the employees in the social community teams and their role as a generalist or even a specialist. A more hybrid form is the T-shaped professional, where the professional in the social community team stays a specialist in his or her own domain and will be working as a generalists to the outside world. Meaning that they are able to pick-up all kind of questions that come to the social community teams. Many authors agree on the fact that the T-shaped professional would be a good option for the employees in the social community teams (De Goede & Wijland, 2013; Visser, Prins, Berger, & Prakken, 2014; Sprinkhuizen, Scholte, & Zuithof, 2013). This is backed up by the fact that Pels (2013) claims that most professionals are not a generalist and do not intend to become one. Becoming a generalist in relation to the social community teams is mostly the development of some generalistic skills like performing a 'keukentafelgesprek' ['kitchen table conversation'] in order to clarify the questions from citizens (Oldenhof, 2014).

The fact that organizations are opting for generalists again is according to Wang and Murnighan (2013) the result of the generalist bias, 'a tendency to reward and select people with general skills when complementary, specialized skills are needed' (p. 47). They give three reasons of why generalists are chosen above specialist; specialists are less visible than generalists are, the disadvantages of specialists are weighted more than the advantages of their work, and the choice for a generalist is a much safer choice and due to our natural aversion for extremity chosen more

often (Wang & Murnighan, 2013). This indicates that the reasons for opting for a generalist might be irrational, opting for a generalist is due to our own failing to see the real problem and not because of their work capacity, in line with the bounded rationality theory by Simon: 'the need to search for decision alternatives, the replacement of optimization by targets and satisficing goals, and mechanisms of leaning and adaption' (1982, p. 488). Nevertheless, as Verhoeven and Jacobs (2014) predicted, a generalist is still becoming more and more generalistic in order to keep working as integral as possible. In addition, this leads to a whole new profile for the professional generalist, and might also need new schooling (Visser, Prins, Berger, & Prakken, 2014).

Vat and De Groen (2015) keep the generalists and the specialists parted from each other. They believe that generalists are working in the teams next to some specialists that can be asked for more efficient care and support. 'Generalistic where possible, specialistic when necessary' (Vat & De Groen, 2015, p. 1). Yet another option is to work as a generalist on a specialistic domain (Sok, Van den Bosch, Goepart, Sprinkhuizen & Scholte, 2013). They differentiate three specialistic domains in that need to be captured within a social community team: community development, individual support and assistance, and healthcare. On these domains (or others, depending on the domains that are integrated in the social community teams), generalists should be able to work integrally and achieve the goals of the social community teams on working according to the one-family-one-plan-one-director approach.

Another role for the individual team members in a social community team, a triage employee, is described by Vat and De Groen (2015). Triage employees are able to see the seriousness of the cases and connect particular team members to cases. A classic example of a triage employee is the physician assistant, assessing the seriousness of an injury or incoming call. A triage employee can be placed as an entrance point of the social community teams, assessing the cases that come in. Another option is to place a triage employee on the output side of the social community teams, to find the appropriate secondary customized care for a citizen. In the first example, the triage employee is the link between the citizen and the social community team. Whereas in the latter, the triage employee is the link between the social community team and experts outside of the social community team.

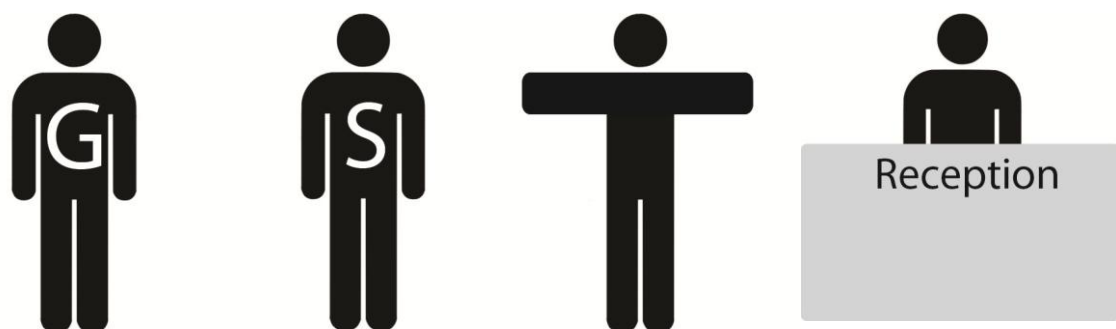


Figure 1: The generalist, the specialist, the T-shaped professional and the triage employee

2.1.1 Conclusion: Organizational structure on individual level

In conclusion, there are four choices that can be made for the role of the team members on the individual level. It is possible to work as a generalist, a specialist, a T-shaped professional or as a triage employee. Nevertheless, it is possible that more than one type of individual level is present in the social community teams. For example, having a triage employee implicates that there are also generalists or specialists that get assigned to the cases by the triage employee. Therefore multiple roles can exist in a social community team together, but the individual can only have one particular role.

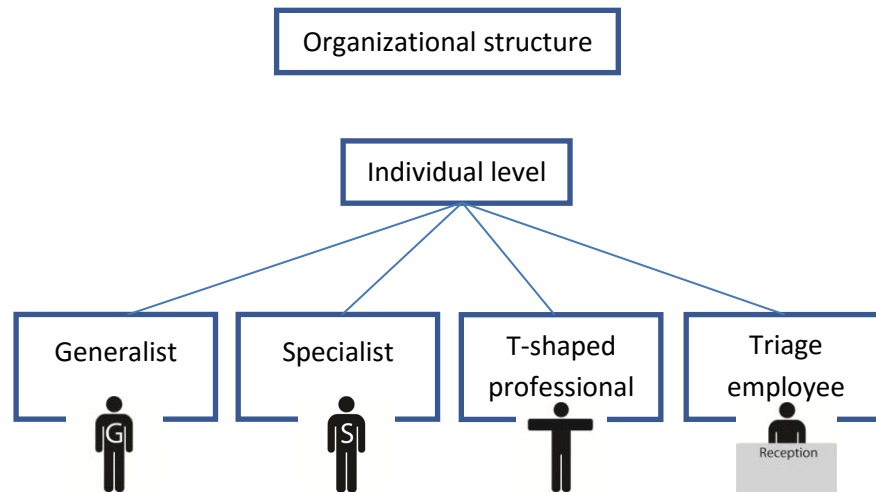


Figure 2: Design choices on the individual level of the organizational structure

2.2 Organizational structure on team level

An overview of the organization structure based on different types of models is given here. The models describe the organizational structure of the teams and there are basically generalistic or specialistic teams and some different combinations of those two basics. The overview given here is based on models described in the publication '*Sociale wijkteams in ontwikkeling*' (Gemeente Eindhoven, gemeente Enschede, gemeente Leeuwarden, gemeente Utrecht, gemeente Zaanstad, TransitieBureau WMO, TransitieBureau Jeugd, Vereniging van Nederlandse Gemeenten, 2013).

First of all, what does a generalistic and a specialistic team mean? With a generalistic team it is meant that the team as a whole provides information and care on the whole spectrum for social community teams. Topics on youth care, income, as well as loneliness with elderly will be dealt with in this social community team. A specialistic team means that there is specialism on a certain domain, for example youth. The scope of that team is than youth, and only problems and questions regarding that topic will be handled within the borders of that specific social community team. The main characteristic of a specialistic team is that the team addresses only one domain for social community teams. Therefore there are multiple teams necessary in order to fulfill the whole spectrum of topics for social community teams. These teams are working alongside each other and complete each other, so in total the whole spectrum for social community teams is covered.

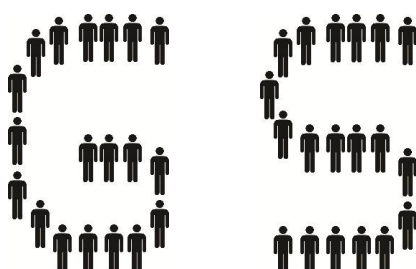


Figure 3: Symbols for a generalistic team and a specialistic team

With regards to the individual level of the team members in a generalistic team and in a specialistic team, the team members can be working as generalists. The difference is that with generalists in a generalistic team, the generalists are able to help on the whole spectrum of the purpose of social community teams. Whereas generalists in a specialistic team are only helping on the scope of the domain they work in. A generalist in a youth team is able to help with all questions that come to that team, but does not have knowledge on for example income questions. It is also possible that the team member still have their own specialism, as described in the previous paragraph under T-shaped professionals. In a generalistic team, the T-shaped professional team members do have generalistic knowledge on all topics and have their specialistic background in one of them. In a specialistic team the T-shaped professionals have generalistic knowledge on all topics within the domain of the team and have their specialistic background in one of the topics within the domain of the team. Another option for both generalistic as well as specialistic teams is to work with a triage employee. The triage employee is coordinating all the input for the social community teams and puts the right team member on the right case. The only difference between the generalistic team working with triage employees and the specialistic team working in the same manner is again the scope of the topics they are handling. The whole domain is handled in the generalistic team, whereas only a specific domain is handled within the specialistic team.

	Generalistic team	Specialistic team
Generalist	Complete knowledge on full spectrum	Complete knowledge on one domain (e.g. Youth)
T-shaped professional	Specialist on one topic in full spectrum with general knowledge on full spectrum	Specialist on one topic in specific domain (e.g. Youth) with general knowledge on the other topics within that domain
Triage employee¹	Coordinating all the input on full spectrum	Coordinating the input on one domain (e.g. Youth)

Table 1: Individual level of team members: generalistic teams and specialistic teams compared

There are some indicators that a generalistic or specialistic team is used in the design of the social community teams. Logically, the number of teams can be an indicator of the organizational structure but only if there is one team, then it has to be a generalistic team, since specialistic teams are always working with multiple teams. Nevertheless, whenever there are multiple social community teams, it is not possible to say that there are only generalistic or specialistic based on the number of teams. Another indicator is the target group of the social community teams. De Boer and Beltman (2015) describe three types of distinctions on policy strategies for social community teams. They distinguish on:

- All citizens (0-100 years of age) with all types of questions and problems
- Citizens with complex problems, also called multiple problem families
- Domain targeted

Still the target group of 'domain targeted' indicates that there is some sort of specialistic team, because they target one specific domain (or group of domains). Whereas the target group of 'all community members (0-100 years)', is suitable with the format of a generalistic team. All citizens, with all their questions and problems are handled within the same sort of social community team. Nevertheless, this target group does not imply that specialistic teams are not possible. Because, it is possible to have an all citizens (0-100 years) policy strategy, but have specialistic team. One team for Youth and another for Social care for example. Nevertheless, in this case the distinction is also on domains. Therefore, this type of design for social community teams is in fact a hybrid of the 'all

¹ For a triage employee it is also possible to be placed before the teams instead of in the social community teams (see also paragraph 2.1.1.) Placing the triage employee before the teams is especially useful when the organizational structure of the teams is according to model 3 or 4 (see also paragraph 2.1.5 and 2.1.6)

citizens (0-100 years)' and the 'domain targeted' strategies. The 'citizens with complex problems' distinction is a more difficult one, this does not really suit with either a generalistic or a specialistic social community team. Instead, this distinction is more of a description of a social community team that is not accessible by citizens themselves, they have to be referred to the team by some other care providing organization.

Now it is time to look at some models that can be made with regards to social community teams. It is possible to use generalistic and specialistic teams in several ways and the following four models are outlined here: a generalistic team, a generalistic (front)team with specialistic team(s) behind, generalistic team and one or more specialistic team(s) alongside each other, and specialistic teams alongside each other. Besides the design of these teams, the advantages and disadvantages are listed.

2.2.1 Model 1: A generalistic team

When working with generalistic teams, there is at least one team for each city district. Depending on the number of inhabitants within the districts, multiple teams can be established. A generalistic team is capable to work integral and answer the support requests from the citizens that come to them. All according to the one-family-one-plan-one-director approach. All the support requests from citizens come to the social community team and the team members work ideally as a generalist to answer these requests. Working as a generalist makes it relatively easy to work according to the one-family-one-plan-one-director approach, since all the team members are generalists and are therefore capable to work with different cases within one family. The access point of this type of social community team is visible for citizens, since there is only one entrance point.

Nevertheless, this organizational structure also has some negative aspects. In order to work as 'full generalists' the team members should be schooled accordingly, since there is nowadays not such a thing as a generalists (see also the previous paragraph about generalists and specialists). Therefore, in reality the team members might not be able to work adequately on the whole breadth of the possible cases. In addition, the degree of specialism is limited. This is wanted by the whole idea of the concept working as a generalist. However, this means that in need of specialism, the citizen has to be referred to another organization. This contradicts the approach of one-family-one-plan-one-director. Another solution is to work with T-shaped professionals in the generalistic team, in that case some specialism is in-house.

2.2.2 Model 2: A generalistic (front)team with specialistic team(s) behind

In order to still have specialism within the social community teams it is possible to have one (or more) specialistic teams. These teams are place behind a generalistic front team, the front team is established to keep one entrance point which is easily accessible for citizens. The specialistic teams are not accessible by the citizens and can only be entered after they have been referred to such a team by the generalistic front team. The generalistic front team accepts a case from a citizen and then checks whether they are themselves capable for support request or that they have to refer the citizens to one of the specialistic teams of the social community teams. Only in the case that secondary customized care is needed, a citizen will be referred to an organization outside the social community teams.

The municipality has two options for the specialistic teams that are included in the social community teams. The first option is to have a specialistic team behind each generalistic team. This means that every city district has their own specialistic team as well. Another option is to have a generalistic team for every city district, but to have a specialistic team for multiple city districts or even citywide.

In most cases there will be multiple specialistic teams, one team for one specialistic domain like youth, social support, elderly, and so on. In this model it is possible to have a specialistic team that

has specialist on all different topics that are needed in the social domain, so a specialist from income together with a specialist on youth and a specialist on participation and so on. This team is similar as the generalistic team, since all different topics are convened in the social community team. However, the team members do not need to work as a generalist. This type of specialistic team needs to be behind a generalistic team. The option for a specialistic team that has specialism on the whole breadth of the social domain can also be described as an expert team or network (in case of regional expertise) as Vat and De Boer do in their report (2015).

2.2.3 Model 3: Generalistic team and one (or more) specialistic team(s) alongside each other

In this model there is one generalistic team and one (or more) specialistic teams. The difference with the previous model is that in this case the teams work alongside each other. For a citizen there is an entrance with the generalistic team and with the specialistic team(s). Therefore the citizens can decide for themselves where to address their support request. Whenever the citizens address the wrong team, the teams can refer the citizen to one another. With regards to the distinction on types of specialistic teams that has been made in the previous model, only the type where the teams are specialistic with regards to the domain is suitable here. It is not logical to have a specialistic team with specialism on the whole breadth of the social domain alongside a generalistic team with the same kind of scope.

This model has a higher change of referral within the social community teams due to the fact that there is no 'screening' on the support request that comes to the social community teams. However, the wrong referral only happens when a citizen entranced the 'wrong' team. A solution for this can be to place a triage employee at the entrance point to help the citizen find the right team for his or her support request. Another attention point of these models is that whenever a citizen is requesting support for multiple problems, the integral working method of the social community teams is disrupted. In this model, there is the necessity for teamwork if the support request covers multiple domains and therefore multiple teams.

2.2.4 Model 4: Specialistic teams alongside each other

In this fourth model, several specialistic teams work alongside each other on their own domain. This model is very similar to model 3, the one where a generalistic team and one (or more) specialistic teams work alongside each other. The difference is that in this case, there is no generalistic team. All domains are specified and the citizens are designated to see for themselves where their support request fits best. This demands a lot from the citizens and they are thought of to be capable to make that decision themselves. Nevertheless, when they request support at the wrong specialistic team, this team can refer them to the specialistic team that is more fitted for their request. However, this means that there is some unnecessary bureaucracy due to the referral. Again, a triage employee can solve this.

2.2.5 Conclusion: Organizational structure on team level

In conclusion, a generalistic team takes up support question on the whole spectrum whereas a specialistic team only focusses on one part of the spectrum: a specific domain. There are four choices for the organizational structure on team level. It is possible to work as a generalistic team, to work with a generalistic team and a specialistic team behind that team, to work with a generalistic team and a specialistic team alongside each other, and last but not least to work with specialistic teams alongside each other.

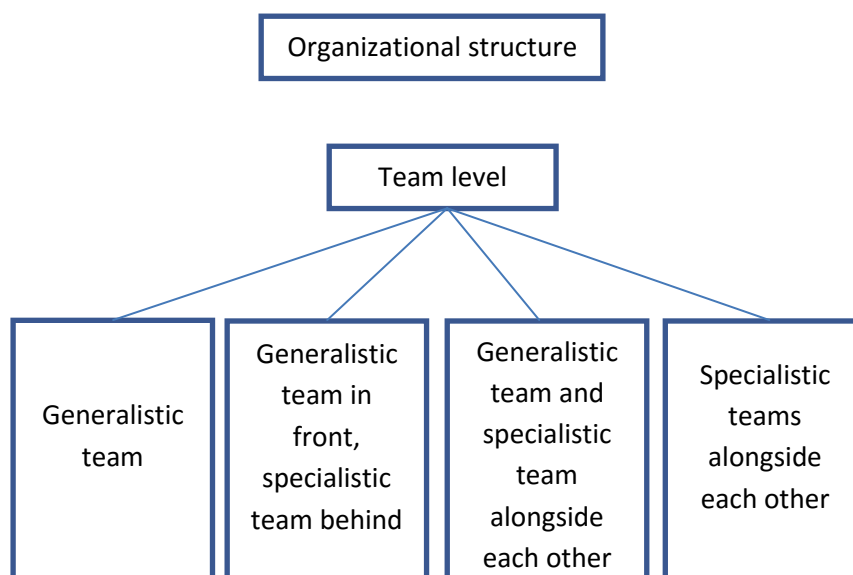


Figure 4: Design choices on the team level of the organizational structure

2.3 Directing role of the municipality

The second aspect of the design of social community teams is the directing role of the municipality. All possible and logical choices of designing this directing role are listed and explained. The municipality is accountable for the system, meaning that they have to offer easily accessible (youth)care to their inhabitants. Nevertheless, the municipality can decide to provide this service in house, on their own account or, at the other end of the spectrum they can decide to fully outsource this service to one or more parties. But even with outsourcing, there is still a system and if that system fails the municipality can be held accountable. The system can fail in multiple ways, but the most common ways are: failing in giving the promised care, and failing financially by exceeding or undercutting the budgets due to a financially bad contract. The following figure shows the spectrum of the directing role of the municipality.

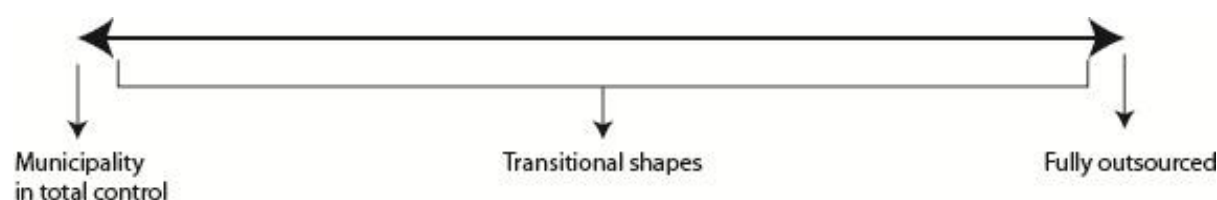


Figure 5: Spectrum of the directing role of the municipality

Between the utmost left and the utmost right, there are lots of different hybrids. Most municipalities will find themselves somewhere in the middle on the spectrum. To figure out where a municipality can place themselves, a lot of policy issues should be answered. The policy issues will lead the municipality to their preferred place on the spectrum. At that point, the municipality can explore which legal entity would be possible for them to work with.

An advantage of the social community team being a legal entity for themselves is that there is only one point of contact. In a partnership agreement, it is a lot harder to know who is responsible for what and who should be held accountable. Both the municipality as well as the mother organizations has a role in the partnership agreement and that makes it a bit unclear. If the social community team does not have legal entity, it is also not able to make contacts, hire people or to make an insurance contract. All these steps should then be done through one of the parties that have legal entity, for example the municipality. The most common legal entities will be given here.

2.3.1 Municipality themselves

The first option for municipalities is to have total control over the social community teams, this is the uttermost left of the spectrum. The social community teams become a public corporation, part of the municipality. This way, the municipality is responsible as well as accountable for everything that has something to do with the social community teams.

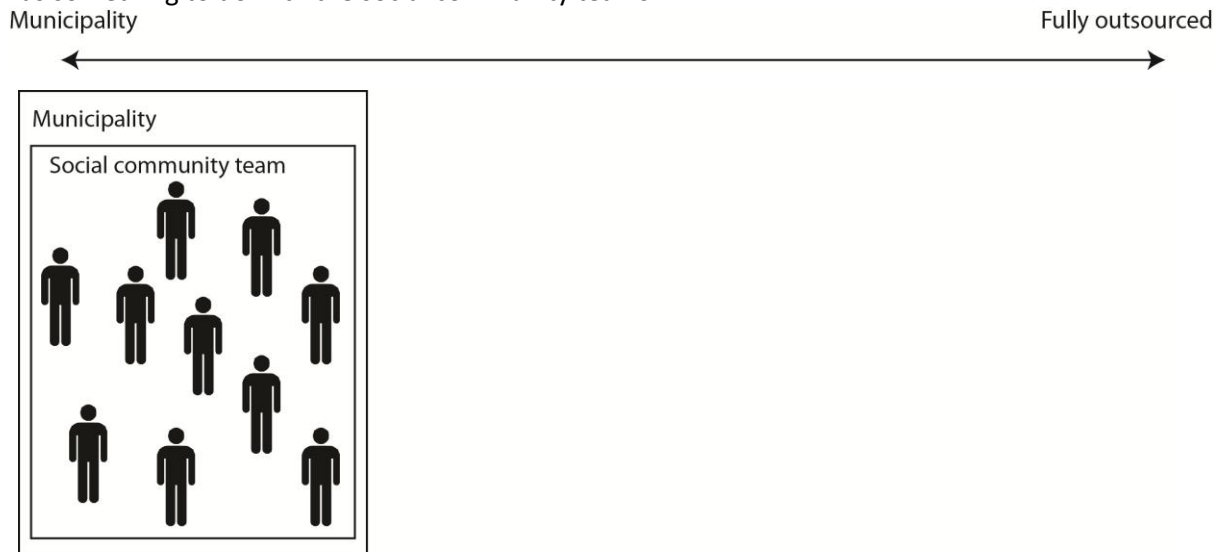


Figure 6: Directing role of the municipality: Municipality themselves

2.3.2 Bedrijfsvoeringorganisatie (BVO)

A BVO is a public corporation regulated in the 'Wgr' (Wet gemeenschappelijke regelingen). At least two decentralized governments, or one decentralized government with the state, will work together and have a legal personality. A BVO has only one board and does not make a distinction between a daily board and the general board. The BVO is thus policy-neutral, it can only execute policies and not make new policies. The structure of a BVO can for example be used by multiple smaller municipalities. They will be working together in establishing a social community team. But it is also useful for bigger municipalities, for example they can have their own social community teams, but have a shared ICT system. For the supplier of the ICT system, there is only one contact point and the BVO than makes sure that all municipalities receive the ICT system.

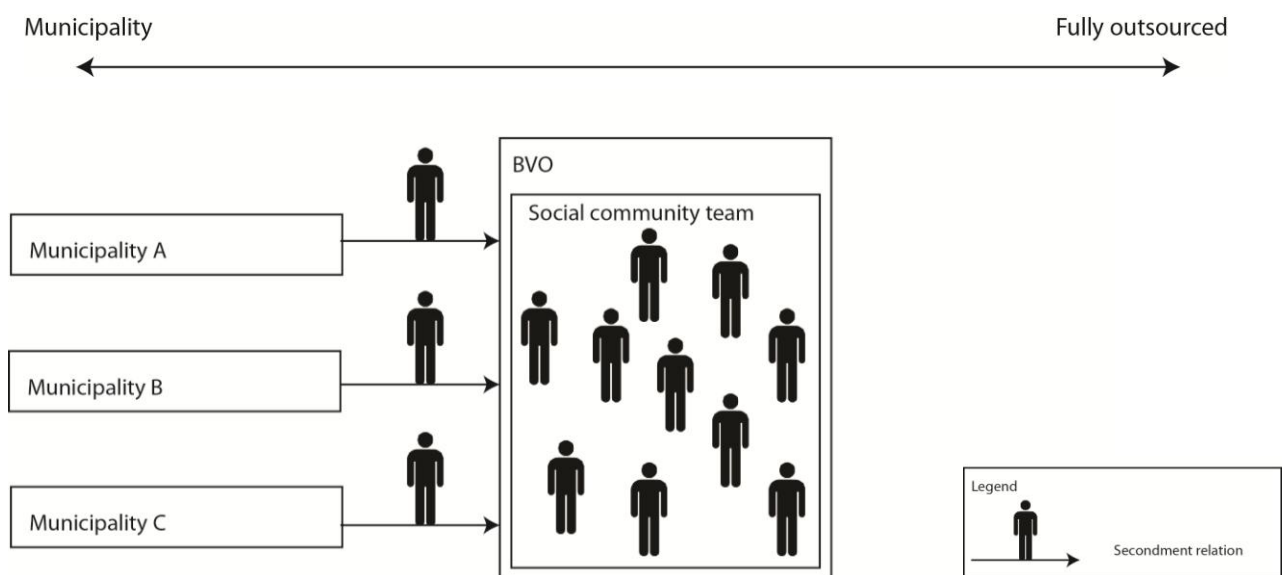


Figure 7: Directing role of the municipality: BVO

2.3.3 Partnership agreement

A partnership agreement is an agreement where no legal entity is formulated. Instead, several organizations and the municipality work together in organizing the social community teams. In the partnership agreement the different parties agree on who is responsible for which task (varying from giving care to provide accommodation for the teams etc.), who monitors the budgets and what happens in case of a dispute or disagreement among team members. A partnership agreement is foremost important when youth care is also included in the social community teams. That stems from the Youth Act, which has demands regarding the provided care. One of those demands is for example a complaints procedure, every organization that provides youth care should have a complaints procedure. Since a social community team itself is not a youth care organizations, all mother organizations that are participating in the social community teams should have a complaints procedure for situations that occur in the social community teams. An option is to include the complaints procedure in the partnership agreement and create one common complaints procedure that follows the demands of the Youth Act.

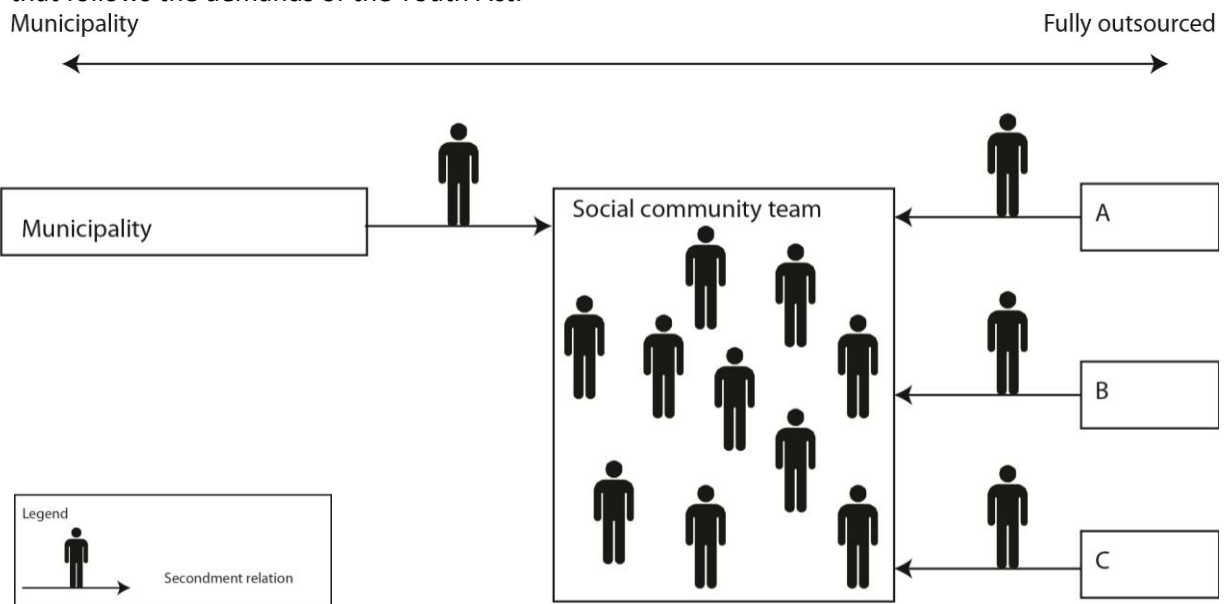


Figure 8: Directing role of the municipality: Partnership agreement

2.3.4 Foundation

A foundation is not allowed to distribute profits and also does not have members that can appoint and fire the board. All the employees will be employed at the foundation. A foundation that has been contracted by the municipality can provide the care themselves, or they can hire other organizations to do so. If the foundation contracts other organizations to provide the care, it is still more convenient for the municipality, because they only have one contracting party: the foundation.

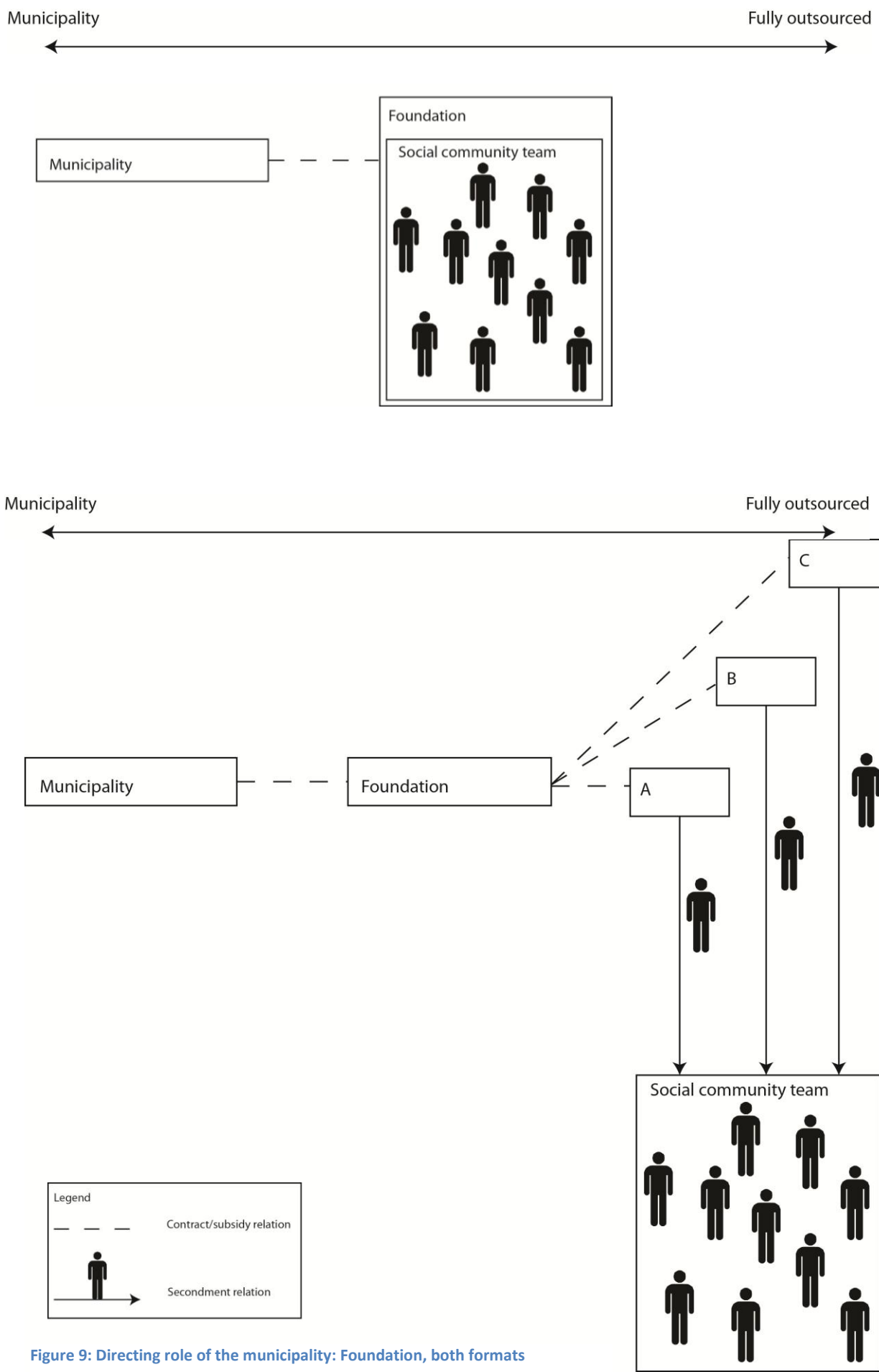


Figure 9: Directing role of the municipality: Foundation, both formats

2.3.5 Co-op(eration)

With a co-op, the organizations become a member. The co-op is the legal entity that provides the care in the end, they are responsible and accountable for potential mistakes. The members (the organizations) have with their membership control on the board. It is possible for the members to fire the board at the general meeting. In the case that the co-op is generating profits, these profits can be distributed to the members. The law states that a co-op should have agreements with their members which have tangible benefits for the members. Which means that if you are a member of the co-op you have some sort of advantage, for example profits. A co-op is focusing on cooperation, together you are stronger. Team members of the social community teams are employed by the co-op, who is themselves contracted by the municipality.

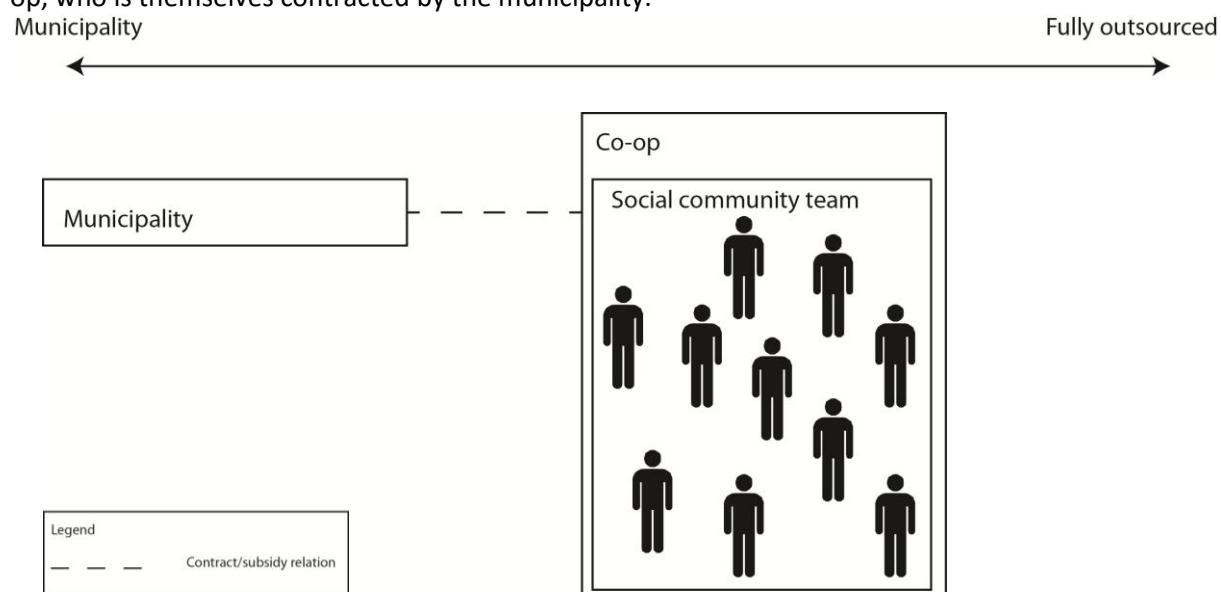


Figure 10: Directing role of the municipality: Co-op(eration)

Hybrids

A combination is very well possible, that the social community teams are working from a foundation or a co-op, while at the same time a BVO is used to regulate the ICT systems of multiple municipalities and their social community teams. This does mean however, that the foundation or co-op has to have a contract with the BVO regarding the ICT systems. The contract states the price and the different responsibilities that come along with the ICT systems.

Outsourcing and VAT

If the social community team members are outsourced from their mother organizations, than the organizations that hires them has to pay VAT. The VAT increases the price with 21%. Instead of hiring a person, the social community team can also buy the healthcare itself, which is not subjected to VAT according to the tax authorities.

State aid

State aid is an important aspect for all types of directing roles. State aid means that every organization that wants to negotiate with the government has equal changes, no one has an advantages above the others due to the government. If for example the municipality says that they have accommodation for one organization, and that organization wants to be part of the social community teams it has an advantage above others. Because they do not have to pay for accommodation whereas another organization still has those costs.

Procurement law

Whenever it becomes the case that a separate legal entity is responsible for the execution of the social community teams, a contract has to be made with that legal entity. This is a public contract which means that there is procurement law. Every organization that wants to receive the public contract should be able to participate. This can create competition between organizations that want to participate and the still to be established legal entity. Insourcing is possible if the municipality keeps the control over the social community teams.

2.3.6 Conclusion: Directing role of the municipality

In conclusion, there are several design choices that can be made on the directing role of the municipality. The following overview summarizes the design choices that were handled here. The biggest distinction is whether the directing role will be part of the municipality or an independent organization. Both choices have several legal entities that fit with it.

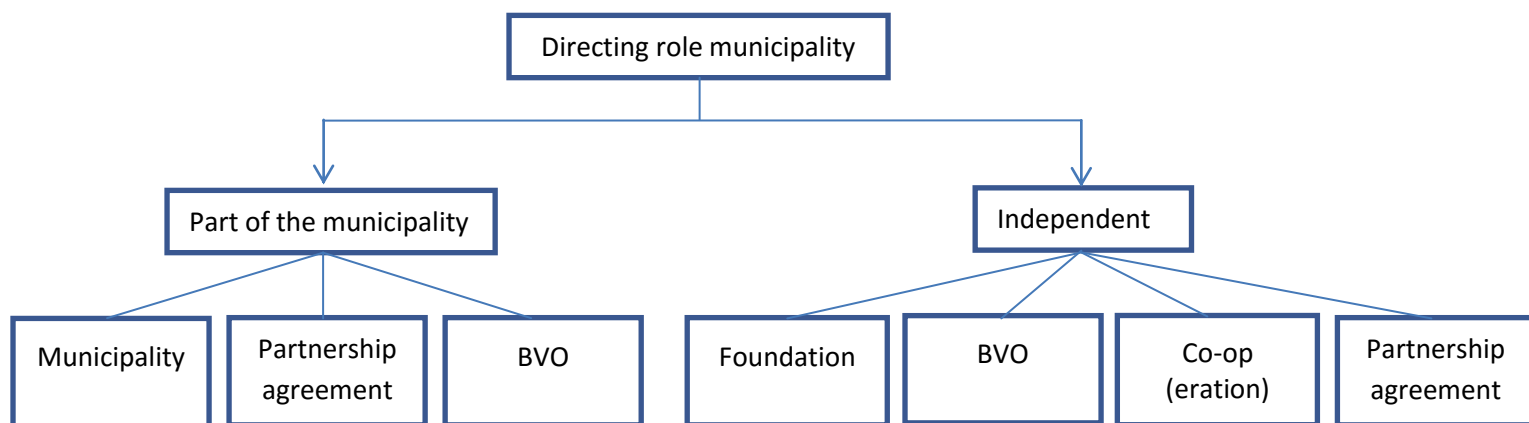


Figure 11: Design choices for the directing role of the municipality

3 Research methodology

In this part of the report, some attention will be paid on the research strategy, the data collection methods and the other aspects such as the location, the time-period, and the participants that were used in this research. Also the reliability and validity of the research will be discussed in this section.

3.1 Research strategy

This research is a descriptive research. The research is descriptive because there will be given a description on how the team members of the social community teams in Zwolle perceive their organization and how team members in other municipalities do the same thing. Also, evaluations of different designs for social community teams are given and as a conclusion an advice towards the municipality of Zwolle for their future organizational structure and directing role for the social community will be provided.

3.1.1 Case and variables

The upcoming analysis will show that all the teams in the municipality of Zwolle are equal to each other on the two aspects (organizational structure and directing by the municipality). So there is no need for seeing these teams as different cases. The social community teams in the municipality of Zwolle are therefore a case on itself. Other cases are the other municipalities that are used in this research to compare other designs for social community teams.

In the words of De Vaus (2001): 'To describe everything is impossible: there must be a focus' (p. 225). Therefore, the case (social community teams in the municipality of Zwolle) has some variables that will be included in this research. These variables are the organizational structure on individual level of the team members, organizational structure on the team level itself and the directing role of the municipality, all described previously in the theoretical framework.

3.2 Data collection

The fact that this research is a qualitative research has some impacts on the research methods. Data collection will be done in several qualitative ways that fit with qualitative research in general, through (in-depth)interviews, and document analysis (Yin, 2014; Dooley, 2009; Marzcyk, DeMatteo, & Festinger, 2005). However, that the research as a whole is a qualitative research, does not automatically means that no quantitative data can be used in order to answer the research question (De Vaus, 2001).

The actual data collection methods that were used for this research are three folded. First of all, there was a huge part of document analysis, secondly interviews were used as a source for information and finally, a survey was conducted as well.

3.2.1 Document analysis

A lot of the information is coming from document analysis. There are proposals on how to organize social community teams, current policies on this topic, and also evaluations by, for example the VNG. All these sort of documents were used for data collection for the theoretical framework. Documents from the municipality of Zwolle were mainly used for answering the first sub-question on their current organizational structure.

3.2.2 Interviews

The Onderzoek & Informatie [Research & Information] department of the municipality of Zwolle is also performing a research which involves the social community teams. Their research has a different scope: *"Concrete acties formuleren waarmee de toekomstige organisatie sociale wijkteams Zwolle nader vorm gegeven kan worden."* ["Formulating concrete actions with whom the future organization can shape the social community teams in Zwolle"]. As a starting point of that research,

interviews are held with the team leaders of the social community teams (among others) in order to evaluate the past year of social community teams in Zwolle. For that reason, some overlap can be found between that research and this one. Both researches are focusses in the beginning on the experiences that the social community teams have thus far. Therefore it is possible to make use of their data with regards to these evaluations of the past year, since it would be a lot of unnecessary work to gather this similar data twice. This particular data consists of the reports of the interviews that were held with the social community team leaders.

Besides the interviews of the O&I department, other interviews are being used. The third sub-question is focusing in on the design models of other municipalities. Therefore another set of interviews with other municipalities was needed. More information about these interviews is given in the operationalization of the third sub-question.

3.2.3 Surveys

The participants for the surveys are the team members of the social community teams in Zwolle. To get a full picture of the evaluation it was necessary to include these surveys together with the interviews because the team members give a more complete evaluation than just asking the team leaders. In particular on the topics that involve the team members the most, it is important to ask them about their evaluation and not just use the more general evaluation by the team leaders.

3.3 Operationalization

Sub-question one

Sub-question one describes the current organizational structure of the social community teams in Zwolle, as well as the directing role of the municipality. To find an answer to sub-question 1, the following information is needed.

In order to know the organizational structure, on team level it is important to have information on these three subjects. Together they provide a full image about the organizational structure on team level:

- The number of social community teams
In case there is only one team, there cannot be a specialistic team since a specialistic team always needs other specialistic teams or a generalistic team alongside in order to cover the whole spectrum for social community teams.
- The target group of the social community teams
By knowing the target group of the social community teams, something can be said about the type of specialism. If the target group is domain specific, the teams are more likely to work as specialistic teams. Whereas, if the target group is 0-100 years. The teams can still be generalistic as well as specialistic.
- The expertise of the social community teams
If there is information on the expertise of the social community teams, it is known if there is a generalistic team or a specialistic team. Because, whenever the expertise is the same for every team: than the teams are generalistic. If that is not the case, then there are some sort of specialistic teams.

For the organizational structure on individual level the following information is useful:

- Case assignment
Knowing who assigns the cases provides us with information on the individual level of the organizational structure. If there is a triage employee, that person will automatically assign the cases to the team members. Nevertheless, if it is the team leader that assigns cases, the team members can still be generalists or specialists.

- The individual level of team members

In order to have some information on the individuals in the social community team it is important to know if they work as generalists, specialists, T-shaped professionals or triage employees. Together with the previous knowledge about the assignment of cases, this makes the individual level of the team members complete.

The following three subjects provide the information on the directing role of the municipality. Therefore it is important to have information on:

- The organizations that are participating in the social community teams

Knowing which organizations participate will hint towards the directing role of the municipality. When there are no organizations participating, the municipality itself is in total control. When there are other organizations participating, it can still be several types of collaboration or even outsourcing.

- The responsibilities of the municipality with regards to the social community teams

Knowing which responsibilities the municipality has, provides information on the directing role the municipality performs. A lot of responsibilities indicate that the municipality is in total control, whereas just the final responsibility indicates that the social community teams are completely outsourced.

- The contracts

Knowing the contracts, there is information about whether it is a foundation, a co-op, a BVO, or a partnership agreement. The contracts should be clear about the agreements that were made between the municipality and other organizations (if any).

Getting this information, several policy documents are consulted. The following documents are accessed to provide an answer to the questions formulated above, in order to create a picture of the variables with regards to the social community teams in the municipality of Zwolle:

- Beleidsplan jeugdhulp 2015-2016
- Beleidsplan WMO
- Beslisnota uitvoeringsprogramma sociaal domein
- Besluit jeugdhulp 2015
- Coalitieakkoord 2014-2018 Zwolle
- Communicatieplan implementatie Sociale Wijkteams
- Ontwerp sociale wijkteams gemeente Zwolle (OW1312-0117)
- Startnotitie sociale wijkteams noord en zuid
- Uitvoeringsprogramma participatiewet
- Uitvoeringsprogramma sociale wijkteams (OW1312-0117)
- Visie sociaal domein
- Wonen welzijn en zorg in de wijk – Samenwerkingsperspectief bij scheiden van wonen en zorg in Zwolle

Besides the policy documents, information was gathered from the contracts between the municipality and possible partners for the social community teams.

Whenever the documents in combination with the contracts do not provide the complete information which is needed to create a full image of all the variables with regards to the social community teams, then the following experts will be asked to provide the missing information:

- Henk Procé – Program manager Social Domain at the municipality of Zwolle
- Monique van Esterik – Coordinator social community teams at the municipality of Zwolle

Resulting from this first sub-question is an overview of the current design of the social community teams in Zwolle, regarding the aspects of the organizational structure and the directing role of the municipality.

Sub-question two

For sub-question two interviews with the team leader(s) of the social community team(s) are held. In order to get information about how they evaluate the first year in service. The interviews are held by the Onderzoek & Informatie [Research & Information] department of the municipality of Zwolle. Due to the fact that this part of the research is outsourced, there is no information available about the reliability on this part. The following overview shows the information that is needed to provide a solid answer to the second sub-question.

	Topic	Sub-topic(s)
Evaluation of the organizational structure on the individual level	Generalists vs. specialists vs. T-shaped professionals	Experiences with working as generalists or specialists or T-shaped professionals (positive and negative)
	Case assignment	How are the cases assigned? Experiences with case assignment (positive and negative)
		Case assignment vs. specialism
		Case assignment vs. workload
Evaluation of the organizational structure on the team level	Number of social community teams	Are there enough/too many/too few social community teams in the whole city? Are there enough/too many/too few social community teams in each city district?
	Number of team members	Are there enough/too many/too few team members in the social community teams?
	Generalistic teams vs. specialistic teams	Experiences with working in a generalistic or specialistic team
	Expertise	Is there enough expertise in every social community team?
Evaluation of the directing role of the municipality	Secondment	Experiences with secondment in the broadest sense Experiences with legal position (e.g. income differences) Experiences with schooling (from mother organization as well as social community team) Experiences with appraisal meetings (from mother organization as well as social community team)

Table 2: Operationalization of sub-question 2

Nevertheless, not all the information can be gathered through these interviews. Since the interviews were held in order to be used for multiple researches, not only this research. Therefore, it was not possible to ask question as straight forward as wanted beforehand. Instead, ten topics were discussed. Some of them were not useful for this particular research, whereas others were indeed useful.

In order to completely answer this sub-question, additional surveys were used. After analyzing the interviews, it is known that information about the case assignment, number of social community teams, number of team members, and expertise was not complete and no valid conclusions could be made upon the interviews solely. Questions regarding these information topics were included in the surveys. Additionally, the surveys contain some questions that are of importance for information that is needed from all team members, not just from the team leaders. This is about the evaluation of the team members about their role in the team and the structure of the teams specifically. An overview of that information is given here.

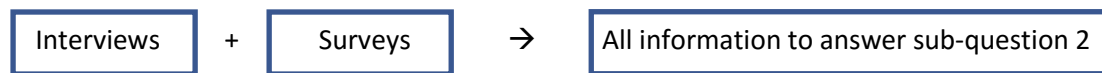


Figure 12: Flow chart of answering sub-question 2

The questions in the survey were not ambiguous and for that reason problems with the interpretation of the questions are prevented. Resulting from the interviews and the surveys is an answer to the second sub-question. An evaluation of the current design on the aspects of the organizational structure and the directing role of the municipality is than known.

Sub-question three

The third sub-question includes other municipalities. The designs of some other municipalities are evaluated as well, in order to compare these evaluations with the one of Zwolle. The municipalities that will be chosen for this part of the research depend on the organizational structure and the directing role that Zwolle has. By using municipalities that only differ in one small way, a good comparison can be made.

The municipalities will be evaluated on the same points that the municipality of Zwolle itself was evaluated in the second sub-question. Otherwise, comparison will be more difficult. Nevertheless, this research does not provides so much time to ask all team members and all team leaders of the other municipalities about their evaluations. Instead, one contact person from the municipality itself is chosen as a representative for an interview. This can be for example the coordinator or the program manager or one of the team leaders, as long as that person is up to date about the whole design, in particular on the aspects of the organizational structure and the directing role of the municipality. Nothing can be said about the reliability of these interviews, because there were interviews held with only one person from another municipality. However, the questions of the interviews were structured such way that they were not open to multiple interpretations. Therefore the questions measure the intended variables. The interviews with these representatives will provide the answer to the third sub-question.

Main research question

The only thing that remains is an answer to the main research question. This will mostly be a combination of the second and third sub-question. How does Zwolle evaluates their design on the two aspects and how do other municipality evaluate their designs on the same aspects? Comparing this with the answer on the first sub-question, the current design of the social community teams in Zwolle, it becomes clear which aspects are up for a change and which aspects are currently working adequately.

4 Results

4.1 Sub-question 1

First of all the results of sub-question one will be presented. *How are the social community teams currently designed in the municipality of Zwolle, with regards to the organizational structure and the directing role of the municipality?*

4.1.1 Organizational structure

The topics as described in the operationalization were used in order to create an image of the current organizational structure of the social community teams within the municipality of Zwolle. For the organizational structure on team level these topics are the following:

- The number of social community teams
- The target group
- The expertise of the social community teams

The realization of these topics in the social community teams was found in different policy documents, complemented by the provided information from the coordinator social community teams and program manager social domain.

Firstly, the expectation was to realize six to ten social community teams (Gemeente Zwolle, 2014b), one or more teams for all five of the city districts that Zwolle has. The number of teams would be dependent on the characteristics of that city district (Gemeente Zwolle, 2014c). However, in reality this came down to five teams that were established, one for each city district (north, east, south, west and center) at the start in January 2015. Nevertheless, in the district North, the team already split up in two teams in order to meet the demand of the big district. Still, for the records district North is counted as one, since there is only one team leader. As a target group, the municipality of Zwolle decided not to put some sort of focus, all citizens between 0-100 years are targeted with the social community teams (Gemeente Zwolle, 2014d; Gemeente Zwolle, 2014a; Gemeente Zwolle, 2014c; Gemeente Zwolle, 2014b). Citizens can come to the social community teams with all their questions about care requests. It is also possible to just get advice or information from a social community team. The social community teams always listen carefully to what the citizen is asking about, this happens in a 'keukentafelgesprek' and after the intake they come with a customized plan that states what the citizen is going to do, what his network can do (e.g. family, friends, neighbors, etc.) and what the social community team is doing to help the citizen. In some cases it might be up to the citizen to help himself, the social community team is than only giving advice or information. In other cases there might be follow up appointments between the citizen and the social community team. In either way, the social community team is there to help the citizen in the way he or she needs it. All teams have in general the same expertises in their group. These expertises's are: social work, parenting support, client support, welfare services, parts of labor market integration, debt counseling, and the individual services from the Social Support act (Gemeente Zwolle, 2014b; Gemeente Zwolle, 2014a). With this set of skills within the social community teams it is possible to help all the citizens that come to them. In the case that the social community team is not able to help themselves, than they are mandated to refer the citizen to the specialized care that they might need.

For the organizational structure on the individual level of the team members the same has been done with the topics that provide the knowledge. These topics were described in the operationalization as being:

- Case assignment
- The individual level of team members

Once again, the information comes from the policy documents, added with information from the coordinator social community teams and the program manager of the social domain.

As a start, case assignment is done differently within different social community teams. The municipality of Zwolle does not work with official triage employees but some team members and/or the team leader took on the task of work distributors. In some teams there are team members that divide the cases, whereas in other teams the team leader is responsible. Still, in other teams the team members themselves are responsible for picking the cases they want to work with. When the cases are appointed, the following guidelines are followed. Firstly, they look at the specialism and match a case with a team members' specialism. However, when a team member has no room for new cases, it is possible that someone with another specialism is taking the case. The balance that every team member has an equal workload is important, but a match between the case and the specialism of the team member is also essential. Especially to overcome the citizen to have multiple professionals looking at his or her case, the social community team tries to match the cases with a professional that is a specialist in that area. This brings us to the individual level of the team members, the documents that were consulted only mention generalists as being the type of

employee within the social community teams. These generalists can refer the community member to specialists outside the social community teams whenever this is necessary, mostly when there is a need for customized or secondary care. In reality however, the employees of the social community teams do have the specialism from their background and previous working experiences. Nevertheless, they are called generalists because they are all able to perform the so called 'keukentafelgesprekken' as an intake for the social community teams. This makes the employees somewhat of a T-shaped professional: a generalist with big basic knowledge and some specialism from their previous mother organization and working experiences. In addition, the term generalists was already abolished by January 2015, since it is confusing to everybody. The team itself is generalistic, but the individual team members are better described as T-shaped professionals.

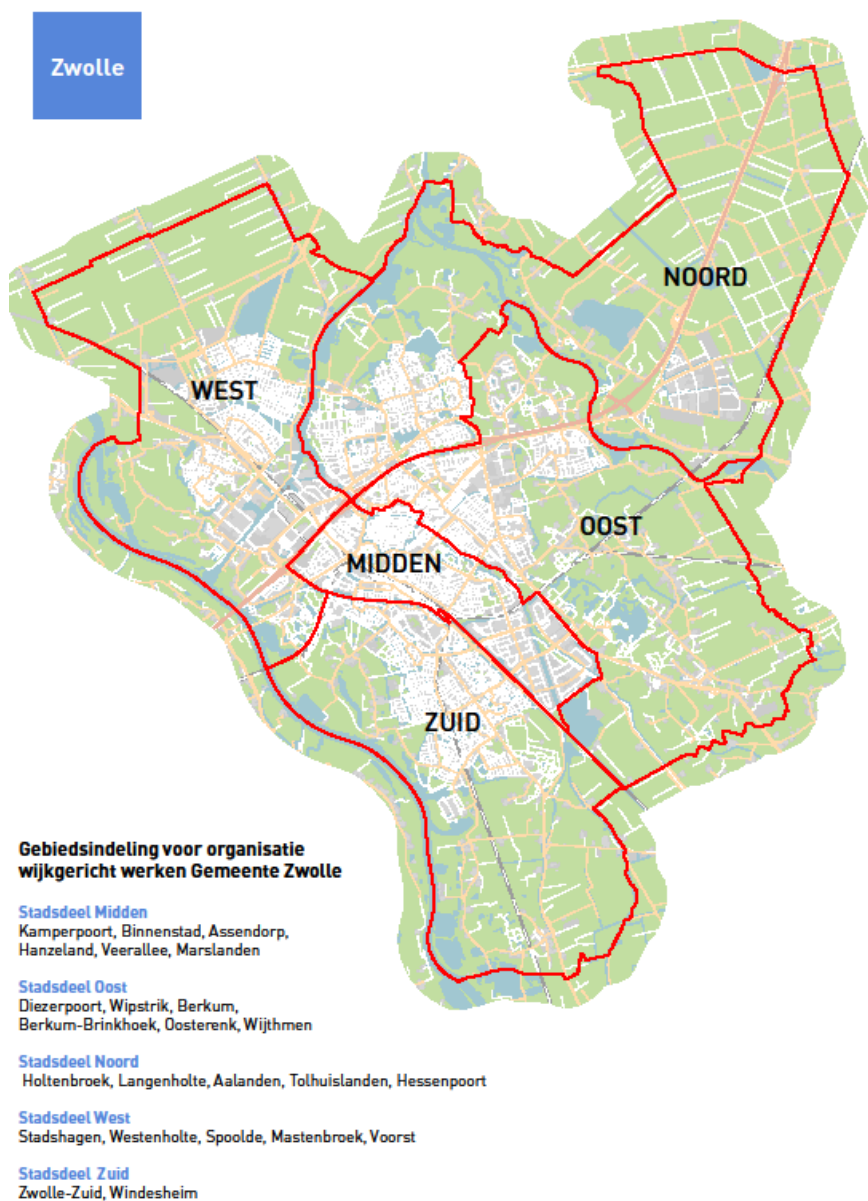


Figure 13: City districts in the municipality of Zwolle

4.1.2 Directing role of the municipality

For the directing role of the municipality, these following topics were described in the operationalization:

- The organizations that are participating in the social community teams
- The responsibilities of the municipality with regards to the social community teams
- The contracts

Again, the policy documents and the coordinator and program manager were the source for the needed information about these topics.

As a start, besides the Social Affairs and Employment department from the municipality of Zwolle, five other organizations are mentioned as going to be contracted in order to deliver members for the social community teams. These organizations are: MEE IJsseloevers, Travers Welzijn, De Kern, Bureau Jeugdzorg Overijssel and GGD (Gemeente Zwolle, 2014a; Gemeente Zwolle, 2014b; Gemeente Zwolle, 2014c) However, the GGD backed out in the end because they wanted to focus on their own core activities.

The organizations that are participating in the social community teams, besides the municipality of Zwolle, describe their core activities on their websites as follows:

Travers welzijn

“Travers is an active social enterprise in the Northern Netherlands which helps with child care, welfare and cultural activities, livable and safe neighborhoods, districts and villages with good facilities. We are committed to the quality and growth of the living environment of our clients.

We do this by providing services in the areas of welfare, meeting, participation, childcare, development, cultural activities, cultural participation and cultural expression. Special to Travers is that we locally have a dense network of activities and locations where we anchor our work firmly in the neighborhoods and communities in which we operate. Our products are tailored for children, youth and adults from all levels of society.”

<https://www.traverswelzijn.nl/>

De Kern

“De Kern social service offers help with questions or problems that you cannot solve alone. You can contact us for general social work, school and social services, social advisers, the forms brigade and teamwork.”

<https://www.stdekern.nl/>

Bureau Jeugdzorg Overijssel

“Youth Care Netherlands unites all organizations responsible for youth and the implementation of child protection and juvenile probation and youth under the juvenile law. Children and educators with upbringing problems are fully supervised until maximum feasible participation in the society is reached on the basis of one child, one family, one plan.”

<http://www.jbovn.nl/>

MEE IJsseloevers

“MEE provides client support to all people with a vulnerability or disability. It may be mental, physical or sensory impairment. Or, for example a disability due to chronic illness, brain injury or autism. They can come to MEE for all their questions or obstacles. At any age and in every phase of their lives. MEE also supports mental health clients and those with an indication for long-term care. But also their families, friends, caretakers, volunteers and other stakeholders can come to us with their questions.”

<http://mee-veluwe-ijsseloevers.nl/>

Figure 15: Descriptions of the mother organizations

With these partners all the aspects of Youth, WMO and Participation are included in the social community teams. That these previously mentioned organizations participate in the social community teams means that the employees of the teams are provided by these organizations, but seconded by the municipality of Zwolle. The organizations are therefore called the mother organizations. All of them have provided at least one of the team leaders that are now leading the social community teams.

Expertise	Organization
Social work	De Kern
Parenting support	Bureau Jeugdzorg Overijssel
Client support	MEE, De Kern, Travers Welzijn, Bureau Jeugdzorg Overijssel
Welfare services	Travers Welzijn
Labor market integration	Municipality of Zwolle
Debt counseling	Municipality of Zwolle
Individual services Social Support Act	Municipality of Zwolle

Table 3: Expertise matched to the mother organizations

The municipality of Zwolle is accountable and responsible for the wellbeing of the citizens of Zwolle. By seconding the team members of the social community teams, they are also completely responsible as well as accountable for the social community teams. Meaning that the municipality has to provide all the facilities like, housing (the workplace), ICT-systems, cleaning, and so on. By way of seconding the team members of the social community teams, the social community team is basically a department of the municipality of Zwolle at the moment. Nevertheless, other organizations are involved and responsible for the execution, while the municipality of Zwolle is responsible and accountable for the outcomes. Even though the team members are currently seconded by the municipality of Zwolle, they are officially still working for their mother organizations. Therefore, the team members have different collective labor agreements. Despite the fact that the municipality of Zwolle is seconding the employees, they do not have the status of civil servants. Still, the team members are empowered to make decisions to ordinate customized provisions for citizens. When looking for the contracts between the municipality of Zwolle and the organizations participating in the social community teams, it became clear that there are no contracts. Nevertheless, there are performance agreements as well as subsidy ordinates. Without official contracts, it already became clear to the municipality of Zwolle that this is a temporary construction. Without contracts the responsibilities for each party becomes unclear. But for now, with these performance agreements and subsidy ordinates, the social community teams are a part of the municipality. The performance agreements are not focusing on the social community teams, but on all the agreements that the municipality of Zwolle has with the organizations.

4.1.3 Conclusion sub-question 1

Now that all the needed information for the organizational structure of the social community teams and the directing role of the municipality is known, it is possible to sketch the current design of the social community teams in Zwolle. With that, the first sub-question is answered and the current design is mapped out. The municipality of Zwolle works with a generalistic team, consisting of T-shaped professionals. The team members are seconded from the municipality, as well as from four other private organizations. The social community teams works as a department of the municipality, they have a lot of control over the social community teams.

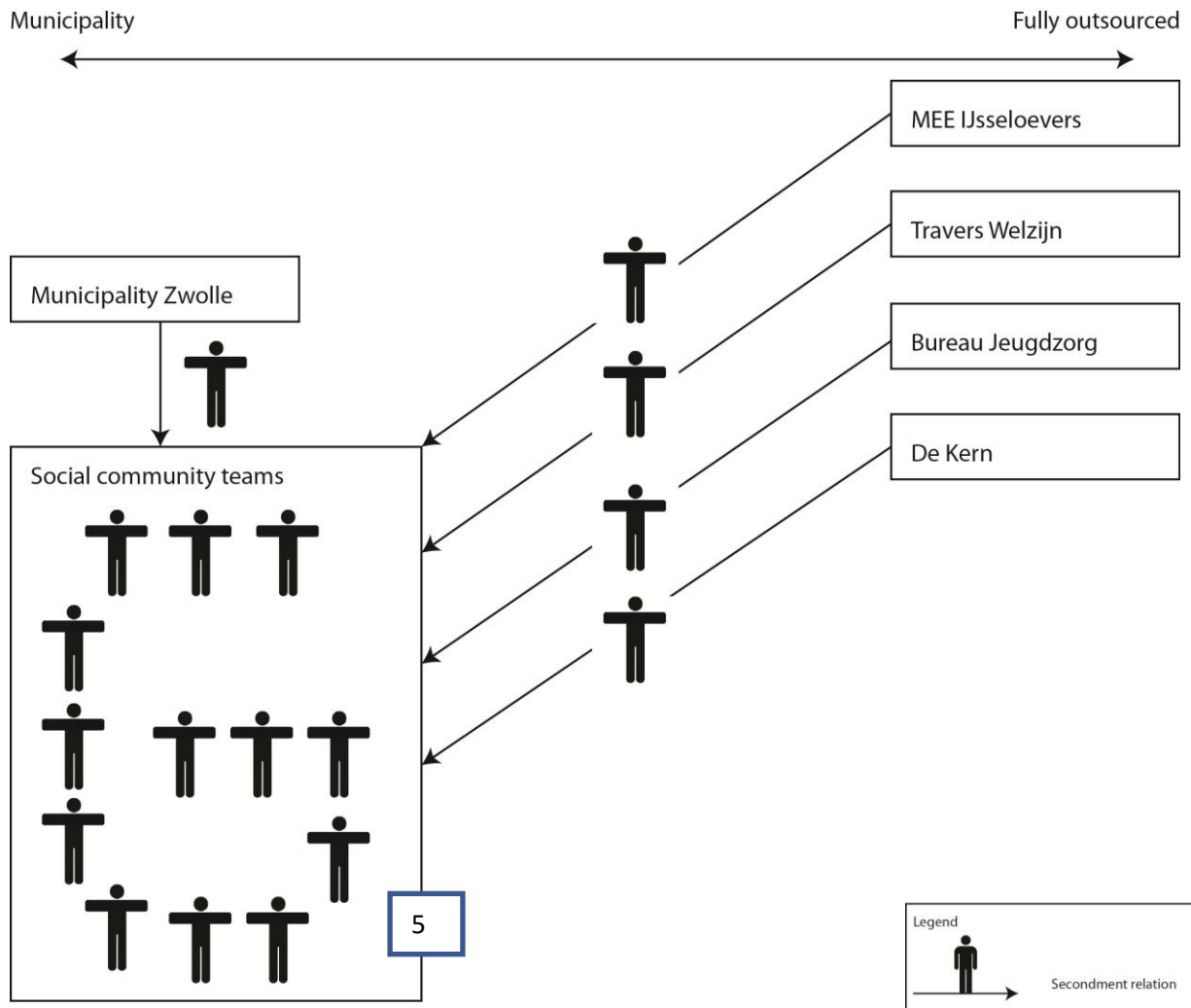


Figure 15: Graphic overview of the design of social community teams in the municipality of Zwolle

4.2 Sub-question 2

Secondly the second sub-question: *How do the team leader(s) and other team members of the social community team(s) in Zwolle evaluate the organizational structure of the team(s) and the directing role of the municipality?*

4.2.1 Introduction

The five team leaders of the social community teams in Zwolle have been interviewed by the Research & Information department of the municipality. In these interviews, several topics were discussed. Nevertheless, the interviews did not use structured questions and therefore the interviews are hard to compare with each other. Though, some points of attention are visible in all the interviews, and are therefore picked up as being important. Starting with the most frequently named points of attention, the first paragraph of this chapter will portray an evaluation from the

interviews with the team leaders on the points mentioned in the operationalization as being significant.

Secondly, after analyzing the interviews it becomes clear which information is missing for a full evaluation. This information is then transformed into a questionnaire which has been sent to the team members of the social community teams. This way, the evaluation will be completed with their information and will provide an overall picture of the evaluation of the social community teams. Following, the questionnaires are analyzed. The information that is provided through these questionnaires, together with the information from the interviews will lead to a conclusion and an answer to the second sub-question: *“How do the team leader(s) and other team members of the social community team(s) in Zwolle evaluate the organizational structure of the team(s) and the directing role of the municipality?”*

4.2.2 Part one – the interviews

Generalists vs. a generalistic team

All five of the team leaders agree on the fact that the generalist as a person does not exist. They abandoned that idea from the start on and instead they see the social community teams as being a generalistic team. To put it in the words of one of the team leaders:

“Als je het hebt over 1 generalist die alles kan, dan kan je alles een beetje en niets echt goed. We zijn als SWT een generalistisch team. Als team kunnen we in deze wijk alles aan, maar dat betekent niet dat iedereen alles kan. Dat moeten we ook loslaten, dan ga je mensen overvragen en dan verlies je ook specialismen. Diversiteit binnen een team maakt juist dat we krachtig zijn en een groot terrein kunnen bedienen.”²

Still, the team leaders do stimulate their team members to explore outside their own specialism. In several teams the team members jointly visit households in order to learn from each other and expand their knowledge:

“Je moet weten bij wie je andere kennis kunt halen, dan kun je samen naar een huishouden toe om te kijken wat er op andere gebieden speelt en hoe je dat doet. In het begin zijn we veel als brede duo's op pad gegaan, op die manier leerden medewerkers veel van elkaars specialismes, samen stelden ze de juiste vragen: wat speelt hier, wat is de kwestie.”³

Doing so, they will become more generalistic over time. Though, it will take several years before the team members can be called complete generalists.

Loyalty conflicts

The following quote from one of the team leaders states very clearly how the last year shaped the social community teams. Previously, the team members still defined themselves as being a part of their mother organization. Nowadays, they feel more connected with the social community teams, and see themselves as a part of it:

² When talking about a generalist who can do everything, then you can do everything a little bit and nothing really good. As a social community team we are a generalistic team. As a team we can handle everything in this city district, but it does not mean that every team member can do it all. We should abandon that, because it will ask too much from the team members and it will cost their specialism. Diversity within a team makes us powerful and allows us to serve a large area.

³ You have to know where to go for additional knowledge, in that case you can jointly go to a household to see what is going on in different areas and how to handle that. In the beginning the team members always went together as a duo on the road, that way every team member learns from each other's specialism. Together they ask the right questions: what is going on, what is the case.

“Mensen raken ook steeds meer af van hun moederorganisatie. Daar is in een jaar veel in veranderd. Steeds meer medewerkers zien hun moederorganisatie niet meer als een meerwaarde, maar meer als een last. De balans verschuift. ‘Wij’ is nu het SWT.”⁴

This leads to another frequently mentioned point of attention in the interviews. Discussed by four of the five team leaders is the loyalty conflict between the mother organizations that the team members have and their current position within the social community teams. The team members are bonding more and more with the social community teams and that can evolve into a conflict of loyalty:

“Langzamerhand zijn de medewerkers al zo verbonden met de wijk en het team dat er soms botsende belangen zijn tussen het wijkteam en de moederorganisatie. Moederorganisaties hebben terugkomenten, maar soms valt dat gelijk met een vergadering van het wijkteam. Wat is dan belangrijker? Veel medewerkers willen zich meer bezighouden met wat ze aan het worden zijn en niet met wat ze geweest zijn.”⁵

Secondment

From the first sub-question it is known that the team members are seconded from their mother organizations. The previous mentioned loyalty conflict shows that the team members have to deal with these two organizations due to that secondment. Another example of the secondment are the income differences and labor agreement differences, a point of attention brought up by two team leaders:

“Medewerkers zeggen ook: ik doe hetzelfde werk als jij, maar krijg 200 euro minder, dat is niet eerlijk. Of iemand wil nooit weg bij de gemeente vanwege de goede cao. Zowel op juridisch gebied als op voorwaarden wordt dat vergeleken.”⁶

Besides income differences among other labor agreements, schooling and progress meetings are mentioned as being an issue due to the secondment arrangements between the mother organizations and the municipality of Zwolle:

“Een voortgangsgesprek, dat hebben medewerkers nog met de moederorganisatie, maar die weten niet wat een medewerker doet, soms kent de werknemer de leidinggevende van de moederorganisatie niet eens.”⁷

“De gemeente legde haar werkgeversrol bij SWT, terwijl de andere medewerkers SWT nog begeleid worden door de eigen moederorganisatie. Het voeren en scholen van de gemeentemedewerkers heeft het eerste jaar nauwelijks plaatsgevonden. Voor die doelgroep heb ik nu een opleidingsplan.”⁸

⁴ Team members are departing from their mother organizations. A lot has changed over the past year. More and more team members see their mother organization no longer as an added value, but more as a burden. The balance is shifting. ‘We’ is the social community team.

⁵ Gradually the team members become more and more attached with the city district and the team itself and this can create a conflict of interests between the social community team and the mother organization. Mother organizations have ‘return moments’, but these can be at the same time as a meeting of the social community team. What is more important? Many team members will be more engaged with what they are trying to become than with what they used to be.

⁶ Team members also say: I do the same job as someone else, but I am paid 200 euros less, that is not fair. Or someone will never leave the municipality because of the good labor agreements. They compare with each other in both the legal field as well as on terms and conditions.

⁷ A progress meeting, that is held with the mother organization, but they do not know what an employee is doing, sometimes the employee does not even know the supervisor from their mother organization.

Future vision

Notable is that four out of the five team leaders explicitly mention that they see the social community teams as an independent organization, separated from the municipality. This statement from them is given in the context of how they see the future of the social community teams. It was not explicitly asked if they preferred the same construction or an independent organization, therefore it is obviously something that plays at mind of the team leaders. If it was up to them, the social community teams would be a separate organization in the (near) future.

“Ik zie dan een aparte organisatie, hoe maakt me niet uit, een stichting of coöperatie of anders, met nauwe banden met de gemeente vanwege financierings- afhankelijkheid”⁹

“We zijn dan een zelfstandige organisatie , dat sowieso.”¹⁰

4.2.3 Part two – the surveys

So far, there is some knowledge on the evaluation of the social community teams, but only from the perspective of the team leaders and not on all the subjects that were defined in line with this research. Therefore a survey has been designed and sent to the team members. This survey focusses on the following topics: secondment, casuistry, generalist and specialist approach (on team level as well as on the individual level), and the number, the size, and composition of the social community teams.

The survey was handed out by e-mail to all 128 team members of the social community teams at the time. 28 of the team members found time to answer the questions, of whom 27 fully completed the survey from beginning to end. This provides a margin of error of 13.79%, within the 90% confidence interval (for calculation, see Appendix A). This means that with 90% confidence, the answers of the questions are plus and minus the margin of error of 13.79%. So, if 50% of the team members say ‘A’, there is 90% confidence that the real answer is between 36.21% and 63.79%. Of course, this margin of error is quite large, this is due to the fact that ‘only’ 28 team members were able to fulfill the survey. Had this number been higher, the margin of error would have been lower. Nevertheless, a higher response to the survey was not possible. The main reason for the disappointing number of respondents is probably ‘research tiredness’, the team members of the social community teams in Zwolle are used as respondents for several more researchers, today as well as in the past. For them it is just one of many, and their willingness to fill in the surveys is probably declining due to the amount.

To keep this report orderly, not all the tables and graphs of the statistics are placed in the text. Nevertheless, the data is available on request. Note, sometimes the cases do not add up to 28. This is due to the fact that sometimes a question was skipped by one of the respondents.

⁸ The municipality laid her employer’s role in the hands of the social community team, while other team members are still counseled by their own mother organizations. Nurturing and schooling the team members that came from the municipality barely took place the first year. I now have a training program for that target group.

⁹ I see a separate organization, how it will be designed does not matter, as a foundation, or cooperation, or something else, with tight connections to the municipality because of the financial dependency.

¹⁰ We are an independent organization, without doubt.

Evaluation of the organizational structure on the individual level

Topics belonging to this evaluation subject are:

- The role of the team members within the social community team, are they generalists, specialists or T-shaped professionals?
- Case assignment, how are the cases assigned?

The role of the team members

When looking at the role of the team members, they identify themselves mainly as T-shaped professionals. Almost 75% describe their role as T-shaped professional. Only two people identify themselves as a specialist (7.4%) and five see themselves as a generalist (18.5%). Almost 60% of the team members say that this was also the role they expected to fulfill from the beginning. Whereas 30% say they expected another role. Combining these two, 80% of the team members who say they are generalists did also expect to be working as generalists. Whereas only 55% of the team members who identify themselves as T-shaped professionals also expected to work in that role. On the question if the team members thought that the role they have within the social community team did suit them, 73.1% of the team members indicate that the role they have within the social community teams actually suits them. Still, 19.2% of the team members do not think that their role suits them. Those 19.2% however, cannot be allocated to one type of role, a generalists as well as a specialist, as well as three T-shaped professionals do not think that their role suits them. On the question if the team members have a specialism, 78.6% answered with yes. Another 10.7% said somewhat of a own specialism and only three team members (also 10.7%) said they had no specialism at all.

Case assignment

Slightly more than half of the team members (53.6%) thinks that the way the cases are assigned has more benefits than downside to them. 25% of the team members experience the way the cases are assigned to them with more downsides as they experience benefits from the case assignment.

The benefits from the case assignment are according to the team members the following:

Benefits case assignment	N	Percent	Percent of cases
Freedom in time/sort case	14	46.7%	50.0%
Takes little time/effort	5	16.7%	17.9%
Equal distribution	3	10.0%	10.7%
Clearness	2	6.7%	7.1%
Learning from other cases	2	6.7%	7.1%
No benefits	2	6.7%	7.1%
Total	30	100%	107.1%

Table 4: Benefits case assignment

There are given 30 reasons, but there were only 28 respondents. However, some respondents listed more than one reason, hence the percentage above 100%. Most obvious from the reasons listed is that many respondents feel that this way of case assignment provides them with a lot of freedom in their time as well as for the type of cases they get assigned to. Half of the respondents named this reason as a benefit from the case assignment.

The downsides to the case assignment are the following according to the team members:

Downsides case assignment	N	Percent	Percent of cases
No connection with expertise	6	20.7%	21.4%
No downsides	5	17.2%	17.9%
No influence on workload	4	13.8%	14.3%
Absence of team members	4	13.8%	14.3%
No freedom of choice	4	13.8%	14.3%
Time consuming	2	6.9%	7.1%
Same cases all the time	2	6.9%	7.1%
Feels like a pressure	1	3.4%	3.6%
Hard to connect hours of labor to cases	1	3.4%	3.6%
Total	29	100%	103.6%

Table 5: Downsides case assignment

Here also, one person listed more than one downside, hence the overall percentage that exceeds the 100%. But even more striking is the fact that four team members (13.8%) feel that the case assignment does not allow them to have an influence on their workload, another 13.8% feel that they have no choice in the type of cases they get assigned to. This completely contradicts with the most mentioned benefit of the case assignment.

Some attention must be paid to the following point. With the benefits, time and type of case are grouped in one category: 'freedom in time/sort case'. Whereas with the downsides the 'no influence on workload' and 'no freedom in sort case' are two specific categories. Therefore there are indeed three team members that indicate that they experience both the benefit of 'freedom in time/sort case' as well as the downside of 'no influence on workload' or the downside of 'no freedom in sort case'. This would make sense if they meant freedom in time or freedom in type of case, instead of freedom on both levels. However, this made it possible for them to experience both the beneficial category of 'freedom in time/sort case' as well as the downside 'no influence on their workload' or 'no freedom in sort case' at the same time. A cross tabulation showing these conflicting cases can be found in appendix B. Deleting these three conflicting cases. There are 11 out of 28 team members that mention they experience freedom in time/sort case and there are 5 out of 28 team members who in fact experience the opposite: no influence on time or no influence on the sort case they get assigned to. A reason why this might happen is that the case assignment differs between different social community teams. In that case, one sort of case assignment can in fact be perceived as being beneficial with regards to time management and the type of cases assigned, whereas another sort of case assignment will have as a result that these exact things are being mentioned as downsides.

Case assignment with regards to specialism, 57.1% of the team members agree that cases are always linked to their specialism. Also 57.1% of the team members think that cases should be linked to their specialism.

	Totally disagree	Disagree	Neutral	Agree	Totally agree
Cases are always linked to my own specialism	0%	21.4%	17.9%	46.4%	10.7%
I think it is important that cases are linked to my own specialism	0%	21.4%	21.4%	32.1%	25.0%

Table 6: Cases vs. specialism

Nevertheless, this is not the same 57.1% of the team members because there are team members who agreed with the statement: 'Cases are always linked to my specialism' but who do not have an opinion on the statement: 'It is important that cases are linked to my specialism' and vice versa. The cross tabulation that shows these conflicting cases can be found in appendix B.

Workload

64.3% of the team members say that they experience a high workload. The survey also focused on possible reasons for this high workload. Three statements were given in order to find this reason:

- Because I receive all cases within my own specialism I experience a high workload
- Because there are too little team members in the team, I experience a high workload
- Because there is not enough expertise in the team, I experience a high workload

The relation between a high workload and one of these three statements is perceived as follows:

I experience a high workload:	Totally disagree	Disagree	Neutral	Agree	Totally agree
Because I get all the cases that connect with my own specialism	7.1%	39.3%	32.1%	10.7%	7.1%
Because there are not enough team members in the social community team in which I work	0%	25.0%	39.3%	25.0%	10.7%
Because there is not enough expertise in the social community team in which I work	7.1%	42.9%	32.1%	14.3%	3.6%

Table 7: Reasons for experiencing a high workload

With 35.7%, the most people experience the fact that there are not enough team members in their social community team as the reason for the fact that they have a high workload. Both the other two reasons have either been perceived as an influence on the workload by almost 18% of the team members.

Evaluation of the organizational structure on the team level

Subject belonging to this topic are:

- The number of social community teams (in the whole city as well as in a city district)
- The number of team members within social community teams
- The expertise's of the team members
- The role of the team as a whole, are they generalistic teams, or specialistic teams?

The number of social community teams and the number of team members within these teams

Most of the team members (64.3%) feel that there are a sufficient amount of social community teams in the city of Zwolle, only one team member (3.6%) thinks there are too many social community teams. The remaining 28.6% thinks there are not enough teams, of whom only one claims there are far too few social community teams. Looking at the same question, but than on city district level it shows that 75% of the team members find that there is a sufficient amount of social community teams. Still, one team member (3.6%) thinks there are too many teams and five team members (17.9%) feel that there is room for some more teams in their city district. Note, it is not known of which city district they are talking about, since the city district was not asked in the questionnaire due to privacy issues. Therefore, it is unknown if there is only one or multiple city districts' in which team members feel that there is room for more teams.

Reasons that are named in an open question in the survey for the fact that there are not enough social community teams (on both city level as well as city district level) are mostly about the following two statements:

- The teams are too big, which makes it harder to work. (This has to do with the actual size of the teams)
- The demand is high, more teams are needed to have short lines with the citizens. (This has in fact more to do with the capacity of the teams)

In fact, 42.8% of the team members think that there are not enough team members within the social community team there are working in. Between them, there are three team members (10.7%) who even think that the amount of team members in their social community team is far too low. 35.7% feels as if there are enough team member within the teams, no need for fewer or more team members and another 17.9% think that there are too many team members in the teams.

Another question that was asked focuses on the capacity of the teams. On the question that it would be better to divide the current capacity over more, smaller teams, the team members answers were partitioned. 28.6% does not have an opinion, an equal amount of team members thinks that there should not be more smaller teams and a slightly bigger group (35.7%) thinks that there should indeed be more social community teams with the current capacity divided over smaller teams.

Expertise of the team members

Of all the team members, 64.3% say that all the expertise is accounted for within the social community teams. Only 17.9% of the team members feel that there is some expertise missing. When asking what kind of expertise might be missing, the following subjects were mentioned:

Which expertise is missing?	N	Percent	Percent of cases
None	15	42.9%	55.6%
Youth	7	20.0%	25.9%
Debt service/finance	3	8.6%	11.1%
GGZ [Mental Health Care]/Psychiatry	3	8.6%	11.1%
WMO [Social Support]	2	5.7%	7.4%
Elderly	1	2.9%	3.7%
Participation	1	2.9%	3.7%
Home nursing services	1	2.9%	3.7%
NAH [Brain Injury]	1	2.9%	3.7%
Social work	1	2.9%	3.7%
Total	35	100%	129.6%

Table 8: Missing expertises

Again, some team members listed more than one missing expertise, hence the percentage exceeding 100%. Most named is youth, by 20% of the team members. Nevertheless, overall there were only five team members that indicated that expertise was missing, though when asking which expertise's were missing, more than five people answered with some type of expertise that was missing in their eyes. Now, 57.1% of the team members list some type of expertise that is missing. Elaborating on this, a cross tabulation is made to see what expertise is listed by the five initial people that stated in the first question already that some expertise was missing, the complete table can be found in appendix B.

Type of expertise	Number of people that think this expertise is missing and that indeed indicated that some expertise was missing (previous question)
Youth	4
GGZ [Mental Health Care]/Psychiatry	2
Debt services/Finances	1
Participation	1
Social work	1
WMO [Social Support]	1

Table 9: Types of expertises missing by people that actually indicated expertise is missing

Youth, GGZ or psychiatry, debt services or finances, participation, social work and WMO are the expertise's listed by the five team members that in the first place indicated that expertise was missing. In total, 10 expertise's were listed. This is again due to the fact that some of those five team members listed more than one expertise that they thought was missing. The other topics from table 8, are mentioned by team members that indicated that there was enough expertise, but still listed a type of expertise that was missing. This could be due to response bias and the tendency of respondents to please the interviewer (De Veaux, et al., 2014). Maybe these team members felt obliged to put an answer to the question of which expertise they were missing, even though they said before that they were content with the types of expertise in their social community team. However, some expertise's that are mentioned as 'missing' are already included in the social community teams. For example youth, this is in fact one of the expertise's present in the social community teams: so why is this perceived as missing? A reason therefore can be that the expertise is present, but the team members experience that there are not enough team members with this particular type of expertise.

Generalistic team vs. specialistic team

When asking about working in a generalistic team, as it is right now in the municipality of Zwolle, only 7.1% of the team members indicated that they did not like it. A stunning 71.5% of the team members like working in a generalistic team. The other question that was asked focused on specialistic teams, it asked if they would prefer to work in such a team. Four team members (14.3%) said that they would indeed prefer a specialistic team, such as a WMO team or a Youth team. But most team members (46.4%) indicate that they do not prefer a specialistic team.

Evaluation of the directing role of the municipality

As became clear with answering the first sub-question, the team members of the social community teams in Zwolle are seconded from their mother organizations. Therefore, the evaluation of the directing role of the municipality completely focuses on the different aspects of secondment of the team members.

First of all, a general question about secondment was asked: 'being seconded provides me with more benefits than it has downsides'. Almost half of the team members (46.4%) did not have a clear opinion about this, and answered the question neutrally. 32.1% of the team members do not agree with the statement, they see it the other way around: secondment has more downsides for them than it provides them with benefits. The last group of 21.5% agrees with the statement, and sees more benefits than downsides coming with secondment. When the team members were asked what the benefits from secondment are, the following subjects were mentioned:

Which benefits has working seconded?	N	Percent
Large diversity/Multidisciplinary	6	21.4%
Income/Days of leave/Other secondary benefits	5	17.9%
Schooling/Knowledge from mother organization	5	17.9%
None	5	17.9%
Not seconded, so no benefits	3	10.7%
Security	2	7.1%
Involvement mother organization	1	3.6%
Other/Unknown	1	3.6%
Total	28	100%

Table 10: Benefits secondment

The same question was asked with regards to the downsides of secondment, there the following answers were provided by the team members:

Which downsides has working seconded?	N	Percent	Percent of cases
Loyalty conflict	8	25.0%	28.6%
Uncertainty	6	18.8%	21.4%
Income/Days of leave/Other secondary benefits	5	15.6%	17.9%
Different computer systems	3	9.4%	10.7%
Not seconded, so no downsides	3	9.4%	10.7%
Connection with colleagues	2	6.3%	7.1%
Activities	1	3.1%	3.6%
Loosing individual freedom	1	3.1%	3.6%
Distance to mother organization	1	3.1%	3.6%
None	1	3.1%	3.6%
Other/Unknown	1	3.1%	3.6%
Total	32	100%	114.3%

Table 11: Downsides secondment

Some people listed more than one downside of being seconded, therefore the total percent of cases exceeds the 100%. Notable is that there are five team members (15.6%) who list income/days of leave/other secondary benefits as a downside, whereas in the previous question this was a frequently mentioned benefit of secondment. Of course this is not unexpectedly, when being seconded the team members keep their income and other secondary benefits from their mother organization. With five mother organizations in play here, there had to be differences between the incomes and other secondary benefits between team members. With that, for some people this turns out well, they are on the high end with their income and secondary benefits, but at the same time it might become a negativity for those who are on the low end. The results show this clearly.

When asking specifically about the differences in the legal position of the team members, 46.4% indicated that they see the legal position differences as a disadvantage, of whom 14.3% thinks it is even a huge disadvantage. 35.7% of the team members does not have an opinion on this matter and 17.9% of the team members are experiencing the legal status differences as an advantage. The opinion about schooling by the mother organizations is almost equally divided. 25% of the team members do not have an opinion and 35.7% perceives it as a disadvantage, and an equal part of the team members perceives it as an advantage to have schooling from the mother organization. A different pattern is visible for schooling by the social community team. There, 10.7% of the team members did not have an opinion and 17.9% perceive it as a slight disadvantage. Stunning here is that an amount of 71.5% perceives schooling by the social community team as an advantage, of

them 17.9% even say that schooling by the social community team is a huge advantage. Similar with the appraisal meetings 50% of the team members indicate that they perceive the appraisal meetings by their mother organizations as a disadvantage. Only 10.7% of the team members experience the appraisal meetings by their mother organization as an advantage, the rest (39.3%) leaves it in the middle. The team members are more positive about the appraisal meetings by the social community teams. 17.9% perceives this as a disadvantage, 32.1% of the team members think that the appraisal meetings by the social community team are an advantage and the rest (50%) does not have a clear opinion.

When asking to choose between the mother organizations and the social community teams on the topics of schooling and appraisal meetings the following answers were given:

Do you prefer:	Mother organization	Social community team	Both	No preference	Other/ Unknown
Schooling from your mother organization or from the social community team	10.7%	50.0%	25.0%	7.1%	7.1%
Appraisal meetings from your mother organization or from the social community team	3.6%	64.3%	21.4%	3.6%	7.1%

Table 12: Preferences: Mother organization vs. Social community team

The results of that question show that if the team members have to choose, the social community team is clearly preferred above the mother organizations.

4.2.4 Conclusion sub-question 2

Even though the original plan might have been to have generalists in the social community teams, the data from the interviews as well as the surveys clearly shows that this is certainly not the case. The team members are identifying themselves mainly as T-shaped professionals: generalists who still make great use of their original specialist background. The idea of working with a team that consists of generalists has been abandoned rather quickly but the teams as a whole still work generalistic. Meaning that all the questions for the social community teams are handled in the same type of team. The results of the survey show that the team members of the social community teams in Zwolle are pleased with the organizational structure of generalistic teams. Only few of them would like another type of team, but most are content with what they are working with or are clear that this is what they like best. The fact that more than three quarters of the team members say that they have a specialism shows that they still put a value on the aspect of specialisms.

There is room for improvement when it comes to case assignment, several downsides are mentioned and still a quarter of the team members think that the downsides overrule the benefits when it comes to the case assignment. The most frequently mentioned benefit of the case assignment is the benefit of 'freedom in time and sort of case'. This benefit should be kept when changing the format for case assignment. The team members also experience a high workload, the most frequently experienced reason for a high workload is the amount of team members in the social community teams. Nevertheless, there could be other reasons for the high workload which were not measured in the survey.

When looking at the size of the teams it becomes a little more complicated. On one side, the team members feel that there are enough teams, on both city level as well as on city district level. But at the same time the teams consist of too few people, according to the team members. A simple

solution seems to make the teams bigger, so the amount of teams stays the same but the size of the teams grows. Just like most team members seem to want. But when looking at the reasons named in an open question making the teams bigger will not satisfy the team members either.

Overall, the greater part of the team members indicate that there are not really any expertise's missing in the social community teams. Of the people that do miss any expertise, youth is most frequently mentioned. However, youth is available in each social community team thus it seems that they could use more of some type of expertise instead of there being any expertise absent.

The team leaders indicate in the interviews that they see the social community teams in the future as an independent organization, apart from the municipality. The same conclusion can be drawn from some topics in the survey. For example, both schooling and appraisal meetings are preferred to be held by the social community team. Whereas nowadays, this is still legally done by the mother organizations due to the secondment. If the social community teams are an independent organization in the future, they will also be legally obliged to perform the appraisal meetings. Overall, by evaluating the secondment several downsides are mentioned both by the team leaders as well as by the team members.

4.3 Sub-question 3

Finally the results of the third sub-question: *How do other municipalities evaluate their design choices on the aspects of organizational structure and the directing role of the municipality for their social community team(s)?*

The third sub-question focuses on other municipalities with different organizational structure and directing roles for the municipality. Choosing these other municipalities has been based on the organizational structure and directing role that the municipality of Zwolle uses. The other municipalities should have a different organizational structure and directing role. Ideally the other municipalities differ on only one point, so that point can be evaluated and the impact of that point will get visible. Nevertheless, municipalities often differ on multiple points from each other. The main differences that this research wants to look at are the organizational structure choice to have generalistic or specialistic teams and the directing role of a foundation and a cooperation. Therefore, the following decision has been made:

- Have a look at a municipality that works with a foundation and evaluate the directing role of the municipality
- Have a look at a municipality that works with a cooperation and evaluate the directing role of the municipality
- Have a look at a municipality with specialistic teams as the organizational structure

Unfortunately, it was not possible to find a municipality that works with a cooperation and had time to participate in this research. Therefore the evaluation of a municipality with a cooperation unfortunately was cancelled from this research. For a municipality that makes use of a foundation, the municipality of Eindhoven was willing to participate. The municipality of Utrecht participated also, since they have some type of specialistic teams in their organizational structure.

4.3.1 Overview design

Eindhoven

As a start, it is important to know how exactly the municipality of Eindhoven designed their social community teams. Based on their design of the teams on organizational structure and the directing role of the municipality, a comparison in evaluation can be made.

Eindhoven has 10 social community teams (as they call it 'WIJteams'), the target group of these teams are all citizens from 0-100 years. The teams do not differentiate between youth and WMO, all

citizens are taken care of in the same WIJteam. The expertise's that are present in the WIJteams are the following: LVG (mildly mentally disabled), psychiatry, employment, debt service and youth. Every team has team members with a background in one of these expertise's. The team members work as generalists, but they do have a T-shaped profile. Because they still make use of their own expertise background. The composition of the WIJteams is done by analyzes of the city districts. These analyzes point out if there is more need for a certain type of expertise in a team. Also, not all teams are equal in size, the size is also related towards the type of city district and the analysis made.

In the beginning, the team members were seconded from their mother organizations (e.g.: Stichting MEE, Lumens, GGZ, Lunet Zorg, Gemeente Eindhoven, UWV, Bureau Jeugdzorg, Zuidzorg, Combinatie Jeugdzorg), but in the summer of 2015 the foundation WIJEindhoven started and they took over the team members. Nevertheless, during the time of secondment, the organization did not get any extra money for the fact that they delivered team members for the WIJteams because the organizations already got subsidy and the employees took their caseload with them. The team members were not appointed by the organizations, they had to apply for the job for themselves, after they were chosen they asked the permission of the organization.

Every team has a teamleader, who is being directed by the foundation. The teamleader is responsible to divide the incoming cases among the team members. For the division of cases the background of the team members is not important, the cases are handed to the team member that has room in his or her schedule at that time. If a citizen calls the WIJteam, the telephone operator is checking whether this is really a case for the WIJteams or not. If it is indeed a case for the WIJteam, the citizen is directed towards the WIJteam in his or her city district. Besides calling the WIJteam, it is also possible to just go to the location of the WIJteam yourself.

There is a WIJacademy that provides schooling for the team members, this schooling is launched to enable the team members to really work as generalists. In the end, the goal is that every team member can pick-up every case that comes to the WIJteams. Of course, they can call in the help of another team member who has some expertise on the type of case there are handling, but all team members should be able to help with all cases, as true generalists. Keeping up with the progress in their own expertise is something that team members should do themselves. Still, there are working groups of team members with the same expertise background. In these groups they are following the developments in their field of work.

The municipality is of course legally responsible in the end, but due to the subsidy relation with the foundation, the foundation itself has lots of responsibilities as well. The foundation is responsible for housing and ICT, but they make use of the control system of the municipality. For the ICT a service level agreement between the municipality and the foundation is in place.

There is a shared entrance between the social team and the youth & family teams. In 17 out of the 18 city districts both the teams are working from the same location. When a citizen comes in the team member at the desk check whether this is a case for the social team or for the youth & family team. Guiding is the fact if the citizen's case is about a family with children under the age of 18, than it is a case for youth & family. Whenever the children are between the age of 18 and 23, then it is checked if the children are still part of the family. If yes, it is a case for the youth & family team, if not, then the case goes to the social team.

Schooling is one of the tasks of the foundations. During the pilot period a logbook is made about the process of becoming a generalist. Utrecht and the foundations are still working together on developing this further. Every team member has the task to keep up with the knowledge in their own field of expertise. The social teams also made an 'expertise shell', team members with the same background come together and together figure out how to share their knowledge with the others. These expertise shells are city wide and are backed-up by employees of the municipality. This creates a lot of information exchange between the social community teams and the municipality. This way signals can be picked-up earlier.

The municipality of Utrecht is an active contracting authority. They have a lot of consultations with both the foundations. Always trying to improve and further develop. Togetherness is very important for the municipality of Utrecht. This is also visible in the graphic overview of the design of the social community teams in Utrecht, the distance between the municipality and the social community teams is smaller than it was in Eindhoven. Utrecht wants more influence than Eindhoven does.

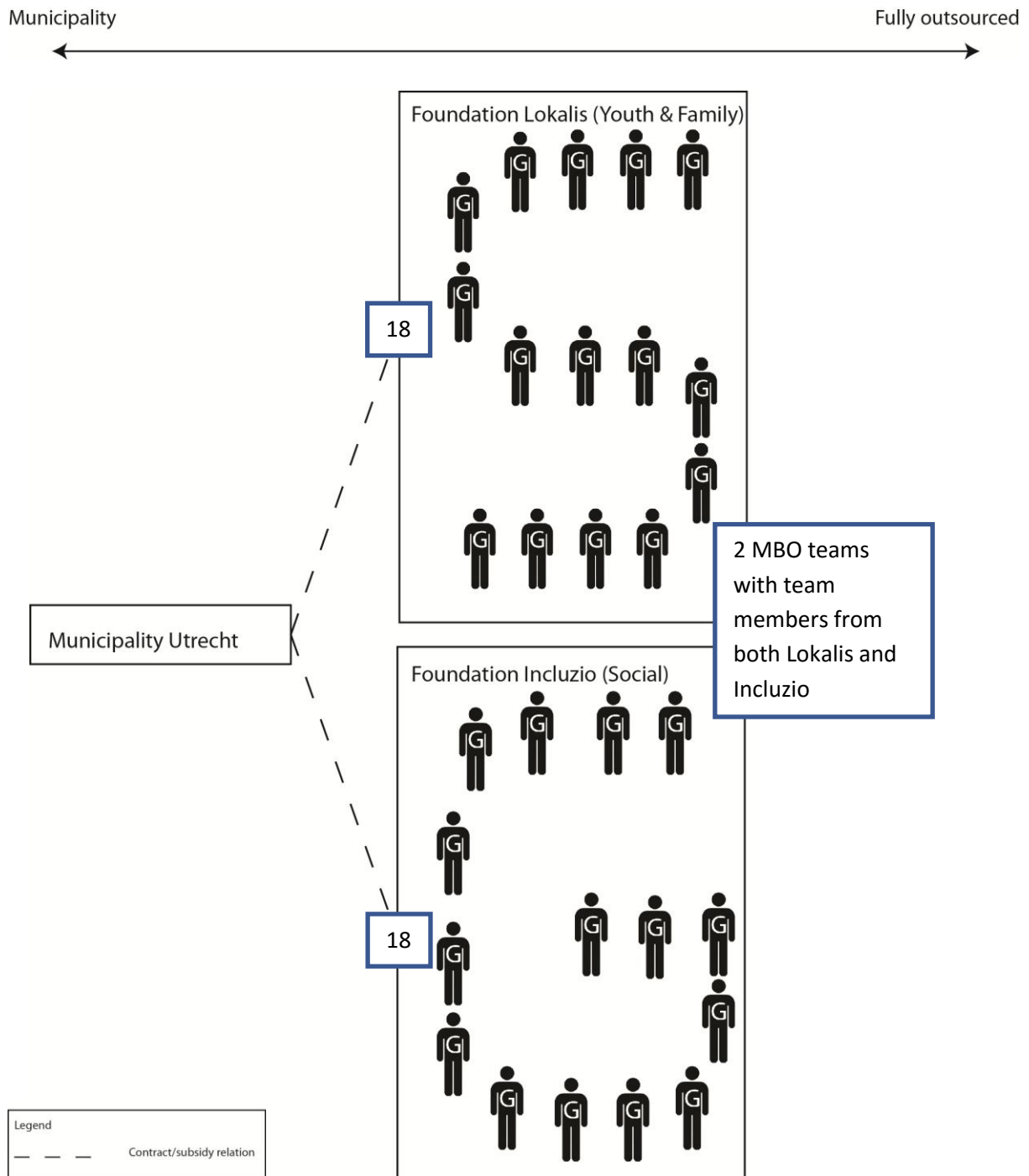


Figure 17: Graphic overview of the design of social community teams in the municipality of Utrecht

4.3.2 Evaluation

Now that the design of the social community teams in the municipality of Eindhoven and Utrecht is clear, the organizational structure will be evaluated on the same points as the design of the municipality of Zwolle has been evaluated. Keep in mind that these evaluations of Eindhoven and Utrecht are based upon an interview with 1 or 2 spokesman only, since it was not possible to involve all the team members from other municipalities as well.

Evaluation level	Topic	Score Eindhoven	Score Utrecht ¹¹
Organizational structure on the individual level of the team members	Being a generalist	They like being a generalist because they like the broadness of the tasks. Instead of handling just a part, they can now tackle the whole problem	Of course it is a learning program to become a generalist, they are still working on it. But they like to do it, they specifically signed up for the job of becoming a generalist
	Case assignment	Due to the waiting lists you cannot really have an influence on your workload, the questions keep coming in	Every team does that in its own way, it differs between teams if it's done based on expertise or base on workload. The team members have freedom in what type of cases they get. It happens in agreement. Nevertheless this can make the process of case assignment a time consuming process
	Workload	There are waiting lists, which implies that the workload is high	There are waiting lists, although it is not allowed to have these lists. This implies that the workload is high. But absenteeism is low, so yes people are busy but there is no real sign that the workload is too high
Organizational structure on the level of the teams	Number of social community teams	Neighborhood analyses make sure that the number of WIJteams is in line with the city district and its needs	
	Number of team members	The foundation is currently still growing, now there are 320fte	

¹¹ The score on Utrecht has two empty cells, this is because these topics did not lead to a sufficient, clear answer in the interviews with the municipality of Utrecht.

		but this is growing towards 360fte based on a MKBA analysis	
	Expertise	Neighborhood analyses make sure that the type of expertise within a WIJteam is in line with the city district and its needs	The teams are adjusted to the issues at hand in the neighborhoods, done with analyses. Expertise is also shared widely among team members, so there is not really any expertise missing
	Being a generalistic or specialistic team	Internally in the municipality there was some mentioning of working with specialistic teams but the director never liked that idea. Once there was a team leader that divided its own team up in specialistic sub-teams but that was directly called back. For the team members this is in line with being a generalist, they like to broadness of the tasks that comes with working in a WIJteam	The teams are specialistic, but the team members are generalists

Table 13: Evaluations of the designs in Eindhoven and Utrecht

The directing role of the municipality has been evaluated slightly different. In that area the biggest difference between the municipality of Zwolle and the municipality of Eindhoven and Utrecht exists. Therefore, all the downsides of the directing role of the municipality of Zwolle were mentioned, and it was questioned if Eindhoven experiences the same downsides. Next to that, it has been questioned if Eindhoven experiences any downsides, in order to check if these downsides would also come to Zwolle, if they change the design of the social community teams here.

From the previous sub-question, it became clear that the downsides of the directing role of the municipality are:

- Secondment
- Schooling from the mother organization vs. schooling from the social community team
- Appraisal meetings by the mother organization vs. appraisal meetings by the social community teams

Secondment

The main issues for the team members of the social community teams in Zwolle with secondment are the fact that this causes them to work with multiple computer systems, the differences in income/days of leave/other secondary benefits (although some team members also experience this

as a benefit) and the loyalty conflict between both the mother organization and the social community team.

In Eindhoven these problems do not longer occur since they changed their design from secondment towards the establishment of a foundation. Every team member has shifted to the foundation WIJEindhoven and that solves the issue of multiple computer systems, as well as the issue of differences in legal benefits. All the team members have the same collective labor agreements. With getting the same collective labor agreements, 90-95% of the team members did not experience a disadvantage from it. There were no real problems with standardizing this, where on beforehand (when there was not yet a foundation) the legal benefit differences were in Eindhoven also a point of complaints. A loyalty conflict is not the case with the foundation. All team members share the same mindset, the one of the foundation. There are no legal connections with the previous employer anymore. The loyalty conflict was one of the reasons for the municipality of Eindhoven to choose for an independent organization, in order to get rid of these loyalty conflicts.

In Utrecht the same things are visible. Since they also work with foundations, it is no longer the case that the team members have to work with multiple computer systems. There is also no loyalty conflict because all the team members are employed by one of the two foundations and have the same collective labor agreements. With establishing the foundations and the corresponding collective labor agreements, the team members had a choice to apply for the job. They were seconded and still had a return guarantee by their mother organization. So, if they did not agree with the new collective labor agreements of the foundation, they did not have to apply for the job. It was their own choice and therefore there were no problems encountered with the shift. Some team members also got agreements with their previous mother organization for some benefits to ease the shift.

Schooling from the mother organization vs. schooling from the social community team

In Zwolle, there is a combination of both some schooling via the social community teams, and some schooling still done by the mother organizations. However, not every team member receives the same schooling, since all the mother organization have different schooling policies. When asked where the team members prefer to get schooled from. Most of the team members want schooling from the social community team, since this is there new employer.

In Eindhoven, the schooling is provided by the foundation WIJEindhoven. They even have whole WIJAcademy to provide this schooling. The WIJAcademy provides courses and training on how to become a generalist. Knowledge on their own expertise is something the team members should keep up with themselves.

Utrecht also provides schooling by the foundations, the municipality of Utrecht is still closely connected on this aspect. Also, the neighborhood teams have an expertise shell, in which they come up with ideas on how to school each other on their own expertise's.

Appraisal meetings by the mother organization vs. appraisal meetings by the social community teams

Due to the secondment, the mother organizations in Zwolle are still legally obliged to perform the appraisal meetings. Nevertheless, if the team members are asked whatever they prefer, almost everybody wants the social community teams to do the appraisal meetings, or at least be more involved in them. The team members see themselves more as an employee of the social community teams as an employee of their previous organization, therefore it would make more sense if the appraisal meetings were done by the social community teams as well.

In Eindhoven, the appraisal meetings are legally a task of the foundation, the mother organizations do not play a role any longer in this matter.

The same is true for Utrecht, here also the foundations are legally responsible for their employees. So, the appraisal meetings are also done by the foundation, indirectly the neighborhood teams.

Downsides of the design of other municipalities

Of course it is also necessary to look at the downsides of the designs that both Eindhoven as well as Utrecht are using. By just copying their designs, these negatives will also be copied. But in the ideal world, the new design of the social community teams in Zwolle does not have negatives and therefore it has to be seen which negatives the designs of Eindhoven and Utrecht will bring, so that these negatives can be addressed to prevent them from happening in Zwolle if a similar design will be chosen.

The main issue in Eindhoven is that they want the quality of the WIJteams to improve. Becoming a true generalist costs a lot of time, there is a real big difference between the team members that have started in 2012 with becoming a generalist in the pilot program and the team members that just started in 2015. It is really important to unlearn and let go of the idea that you have to know everything in each expertise. The WIJAcademy is helping to teach the team members to become generalists, but this process is still going slowly.

In Utrecht the biggest problem is to reach some specific groups in society. For example citizens that avoid care (especially with psychiatric problems this happens a lot) and ethnic minorities. For ethnic minorities there is a large threshold to go to someone else with your problems, for the next year we are developing on the theme of reaching these specific groups. Specific actions need to help to reach these citizens. Besides this care specific problem, the whole process is somewhat of an issue as well. Team members still find it hard to figure out when to refer to customized care. The dividing line between what is a job for the neighborhood teams and when do you have to refer is very blurry and a lot of team members have difficulties with it. This is a learning process that is currently handled by the team members, the foundation and the municipality together. The reason for these difficulties have to do with the fact that the team members are missing the experience.

4.3.3 Conclusion sub-question 3

Both Eindhoven and Utrecht made use of neighborhood analyses to adjust the size and expertise of the teams to the issues at hand in that city district. Therefore, there are not really any negative evaluations about the size and expertise's in the teams in both municipalities. The same for working as a generalist, in both municipalities the team members applied specifically for a job as working as a generalist and therefore this is evaluated positively. The workload can be experienced as high in both municipalities, but this is mainly due to the fact that there come in a lot of cases. Both municipalities have waiting lists, but Utrecht specifically said that they do not evaluate the workload as high, because the absenteeism is low and not showing a high workload.

Case assignment in both Eindhoven and Utrecht is not connected towards expertise, although Utrecht says that when a really complex case comes in it is most likely connected to a team member with expertise in that field. Due to this type of case assignment, the team members are limited in their freedom of type of cases. Utrecht also says here that this is not really the case, because the case assignment happens in accordance with the team members. This process of accordance is probably a relatively time consuming process.

The downsides of secondment that are experienced the most in Zwolle are not experienced in Eindhoven and Utrecht, this is a direct consequence of the establishment of an independent

organization. Therefore, there are no more loyalty conflicts, differences in legal benefits and multiple computer systems to work with.

When looking at the schooling and appraisal meetings, both in Eindhoven as well as in Utrecht the foundation as organization is responsible for these topics. The schooling is done in the social community teams. This is a result of the fact that the mother organizations where the team members originally stem from does not longer play a role as employer. The same applies to the responsibility for appraisal meetings. In both Eindhoven and Utrecht this is done by the foundation. By making an independent organization, the responsibilities of schooling and appraisal meetings are automatically shifting towards the social community teams.

This evaluation also shows that the municipality can still be of influence, even when the social community teams are part of an independent organization like a foundation. The municipality of Utrecht has tighter contracts than the municipality of Eindhoven. So, especially the municipality of Utrecht is showing that they still have influence on the social community teams, be part of the developments and co-create the schooling program. This is done by contracts, the municipality can arrange their wished directing role in these contracts, which can be tighter to the municipality as shown in Utrecht or further away, as visible in Eindhoven.

The downsides mentioned by Eindhoven and Utrecht mainly have to do with becoming a generalist. This is a process that costs a lot of time and is still running, also with both municipalities putting a lot of time and effort in developing the generalist profile and school the team members.

5 Conclusion

This research has been initiated by the municipality of Zwolle, since they want to change the design of their social community teams but felt as if they did not know where to start. To identify the possibilities that Zwolle has, the following research question is formulated:

“Which organizational structure and directing role of the municipality for the design of social community teams is most suitable for the municipality of Zwolle?”

From the first sub-question it can be concluded that the municipality of Zwolle now works with the design that places the social community teams as a department of the municipality. The team members are seconded from four different private organizations as well as from the municipality of Zwolle itself. In the beginning, the plan was to work with generalists in a generalistic team, but from the start on it changed into T-shaped professionals working in a generalistic team. The case assignment is not protocolled and is handled differently in different city districts.

The second sub-question shows that the team members of the social community teams in the municipality of Zwolle are clear about the fact that they are not generalists. In fact, they mainly identify themselves with T-shaped professionals. The team leaders emphasize the same thing, their teams consist of T-shaped professionals. Suiting this, is that the team members prefer cases that fit their expertise. The correlation between the cases linked with the specialism of a team member and the importance of cases assigned to specialism shows that there is a relation. Team members that experience the link between cases and their specialism also find it more important that this link exists. These points show that the team members are not letting go of their specialism, in agreement with the description of a T-shaped professional. The structure of generalistic teams is fine with the team members and there are not many team members who prefer a specialistic type of team instead. Also, the team members are seconded by their mother organizations and this is perceived more negatively than positively. The biggest disadvantages from the secondment are the multiple computer systems, the loyalty conflict between the social community team and the mother organizations and the difference in legal benefits: income, days of leave, and other secondary benefits. The same points are mentioned by the team leaders in the interviews. In addition, the team leaders have clear statements that they prefer an independent organization for the social community teams. The team members are happier with schooling and appraisal meetings done by the social community teams, whereas in the current structure this is now legally done by their mother organizations. The workload is perceived as high, the most important reason for that found in this research is the lack of team members in social community teams. The amount of social community teams is perceived as right for now, nevertheless the amount of team members within the social community teams is perceived as being too low.

The third sub-question shows the possibilities of an independent organization. Both Utrecht and Eindhoven work with the organizational structure of a foundation. Those municipalities do not experience the disadvantages of multiple computer systems, loyalty conflicts, and legal benefit differences that are experienced in Zwolle. This is all in accordance, because an independent like a foundation organization will indeed cancel out these disadvantages. The evaluation of Utrecht and Eindhoven highlights this as well. Nevertheless, the organization does not have to be independent. Creating a new, single organization will already be beneficial. Both Utrecht and Eindhoven are working with generalists, however, becoming a true generalist costs time, effort and a lot of schooling. In both municipalities the foundations are providing this schooling for the team members. In both municipalities the cases are not assigned in accordance with specialism or expertise. Assigning the cases randomly supports the idea of a generalist. Nevertheless, the teams consist of team members with backgrounds in all expertise's. To make sure that the sizes of the teams and the number of team members with a specific specialistic background suit the city district, analysis of the

city districts are made in both Eindhoven as well as Utrecht. Nevertheless, both municipalities have also a high workload and waiting lists.

Concretely this means that the possibility that suits the municipality of Zwolle the most is to create a new organization, this will lead to an organization where the team members do not have to deal with multiple computer systems, loyalty conflicts or legal benefit differences. This can be an independent organization, but might as well still be part of the municipality. As long as the team members are not seconded anymore, several problems will be solved. The organization is then also responsible for the schooling and appraisal meetings, just as the team members want. Whether the organization will be a foundation, a co-op(eration) or a partnership agreement is not known after this research. However, it will not be a BVO, since this is as a directing role for the social community teams more of a tool for smaller municipalities. The team members in Zwolle are not ready to work as generalists and it seems that they are attached to their specialistic background. Adding a triage employee to the social community teams can benefit the teams on the aspect of linking cases to expertise as well as reducing time of the case assignment process. If however the idea of true generalists is still wanted, a lot of schooling on behalf of becoming a generalist is necessary. There is no need for splitting up the teams into specialistic teams. First of all, the team members do not prefer so. Secondly, the evaluation of the municipality of Utrecht (who has split up the teams in a generalistic social team and a specialistic youth & family team) does not show any advantages compared to the structure in Eindhoven who has not split up the teams. It seems that the amount of team members in a social community team should be extended to lower the workload. Nevertheless, creating bigger teams is also seen as more difficult to work in. Therefore, when there are more team members added to the social community teams, this capacity should also be divided over multiple, smaller teams in the city districts. However, both Eindhoven and Utrecht are also experiencing a high workload and they have already based their teams on the analysis of the city districts. So, workload will always be perceived as high.

The organizational structure on the individual level that is most suitable for the municipality of Zwolle is to keep working as T-shaped professionals. Besides that, on the team level it is also advised to continue working as generalistic teams. The results do not show any downsides to the current choices on these levels. As it comes to the directing role, the most suitable option for the municipality of Zwolle is to create a single organization that is in charge of the social community teams. This research is not able to explicitly say which type of organization is most suitable, but the fact that there is a need for a new organization is evident in the research.

6 Discussion

The results of this research are valid and reliable due to the mixed method of data collection for verifying the results. One remark is the interviews with the municipalities of Eindhoven and Utrecht, these interviews are with one or two persons only and this makes the results from these interviews very subjective. The results of the document analysis are objective due to the variety of sources. The same is true for the survey. These results are also objective because multiple team members filled in the research.

The results from this research are in line with the expectations. On beforehand it was expected that the municipality of Zwolle needed to change their design of the structure of the social community teams. The possibility of outsourcing to independent organizations was from the beginning one of the options that the municipality of Zwolle has been thinking of. The results of this thesis show that this is a substantiated option, a lot of current disadvantages will be cancelled out when working with a single organization. The other results are of a smaller proportion, but they provide the municipality of Zwolle with insights on how to design these small aspects of the social community teams. However, a government organization is always dependent on politics. Therefore, it could be possible that the advices in this research do not fit with the ideas of the politicians. The results of this research show that some changes should be made in the design of the social community teams. But it is aware that these changes might not be possible within the political environment.

6.1 Limitations

A limitation to this research is that this research was exposed to a lot of hurdles due to 'research tiredness'. First of all, it was not possible for this research to interview the team leaders of the social community teams in Zwolle because there were already a lot of other researches. Therefore, this research made use of one of the other researches. Nevertheless, it would have been better to perform these interviews myself instead of using someone else's data. Secondly, 'research tiredness' was visible by the team members with regards to the surveys. It was hard to convince the team members to fill in the surveys and the outcome of 28 filled in surveys was somewhat disappointing. But besides the team leaders, the team members are subjected to several more researches than this one alone, therefore they also experience 'research tiredness'. Finally, some difficulties with contacting other municipalities for the evaluation of their designs were also subjected to the concept of 'research tiredness'. Wherefore, in the end only two other municipalities were involved in the interview. The lack of other municipalities in the overall evaluation of other social community team designs lead to the fact that it was not possible to give a judgment on the most suitable directing role for the municipality of Zwolle. The advice for further research is to base the advice on the directing role on theories, or wait a while for other municipalities to lose their 'research tiredness' and involve them later. The subjectivity of the interviews is also a cause for the fact that the downsides of other social community team designs were hard to find. More time and research on the other designs in particular is necessary in order to find possible disadvantages of these designs. More time and resources would also make it possible to involve the team members of other municipalities, which would increase the reliability of this research.

6.2 Recommendations for further research

This research shows which organizational structure choices and choices for the directing role of the municipality can be made to design a social community team. Nevertheless, there are more options that felt outside of the demarcation for this particular research due to constraints on time and resources. However, these options are very suitable for further research on the topic of designing a social community team. The following suggestions are made:

- Have a look at the entrance of social community teams:
The entrance of the social community teams was not used as a design choice in this research. However, there are choices that can be made with regards to this entrance point.

For example about the collaboration between (primary)schools, the police, or general practitioners and the social community teams. Elaborating the full design of a social community team, this should also be taken into account.

- The relation between social community teams and healthcare providers:
The connection between the social community teams and the secondary care was left outside this research. Nevertheless, it is an important connection with several possibilities worthwhile to check out. A lot of design choices can be made and it has also influence on the design of the social community teams.
- Becoming a true generalist:
Research on becoming a generalist could be important if it is decided that the team members should work as true generalists after all. Nationwide it is still a search for the proper way of shaping these generalists and schooling is necessary. In-depth research in the process of becoming a generalist could help municipalities to make the choice whether they want to work with true generalists and what they need to do to get there.

7 Bibliography

- Arum, S. van, & Schoorl, R. (2015). *Sociale (wijk)teams in vogelvlucht. State of the art najaar 2014*. Retrieved from website: https://www.movisie.nl/sites/default/files/alfresco_files/Rapport-Sociale-%28wijk%29teams-State-of-the-Art%20%5BMOV-5475870-1.0%5D.pdf
- Boer, R. de, & Beltman, H. (2015). *Kennisdossier 14: sociale wijkteams*. Retrieved from website: <http://www.aandachtvooriedereen.nl/aandacht-voor-iedereen/kennisdossier-sociale-wijkteams-4355.html>
- Bosch, A. van den. (2014). Sociale wijkteams and the lessons learned. *Sociaal Bestek*, 4, 10-12.
- Centraal Bureau voor de Statistiek. (2015). *Regionale kerncijfers Nederland; aantal gemeenten, Nederland* [Dataset]. Geraadpleegd van <http://statline.cbs.nl/Statweb/publication/?DM=SLNL&PA=70072NED&D1=328&D2=0&D3=20&VW=T>
- De Vaus, D. A. (2001). *Research design in social research*. London, England: Sage.
- De Veaux, R. D., Velleman, P. D., & Bock, D. E. (2014). *Stats: Data and models* (3rd ed.). Essex, England: Pearson.
- Dooley, D. (2009). *Social research methods*. Essex, England: Pearson.
- Gemeente Eindhoven, gemeente Enschede, gemeente Leeuwarden, gemeente Utrecht, gemeente Zaanstad, TransitieBureau WMO, TransitieBureau Jeugd, Vereniging van Nederlandse Gemeenten. (2013). *Sociale wijkteams in ontwikkeling. Inrichting, aansturing en bekostiging*. Retrieved from website: <https://vng.nl/files/vng/publicaties/2013/20130805-sociale-wijkteams-in-ontwikkeling.pdf>
- Gemeente Zwolle. (2013). *Visiedocument sociaal domein Zwolle*. Retrieved from website: <https://www.zwolle.nl/sites/default/files/visie-sociaal-domein-pv-def.pdf>
- Gemeente Zwolle. (2014a). *Beslisnota uitvoeringsprogramma sociaal domein*. Retrieved from website: <https://www.zwolle.nl/sites/default/files/beslisnota-uitvoeringsprogrammas-sociaal-domein.pdf>
- Gemeente Zwolle. (2014b). *Iedereen telt mee! Uitvoeringsprogramma sociale wijkteams*. Retrieved from website: <https://www.zwolle.nl/sites/default/files/uitvoeringsprogramma-socialewijkteams.pdf>
- Gemeente Zwolle. (2014c). *Communicatieplan implementatie sociale wijkteams*. Retrieved from: https://www.zwolle.nl/sites/default/files/communicatieplan_implementatie_sociale_wijkteams_2014.pdf
- Gemeente Zwolle. (2014d). *Jeugd in beeld. Beleidsplan jeugdhulp 2015-2016*. Retrieved from website: <https://www.zwolle.nl/sites/default/files/beleidsplan.jeugdhulp-def-november-pv.pdf>
- Goede, E. de, & Wijland, Y. (2013). *De Generalist: Competentieprofiel generalist. Versie najaar 2013*. Retrieved from website: http://www.tmamethode.nl/downloads/Boek_deGeneralist.pdf

- Jeugdwet. (2014, March). Accessed on December 17th, 2015, from <http://wetten.overheid.nl/BWBR0034925/2015-01-01>
- Marzyck, G. R., DeMatteo, D., & Festinger, D. (2005). *Essentials of research design and methodology*. Hoboken, NJ: John Wiley & Sons.
- Oldenhof, L. (2014). *De wijkprofessional: Specialist met generalistische competenties*. Retrieved from website: <https://www.raadrsv.nl/publicaties/item/de-wijkprofessional/downloads>
- Oude Vrielink, M., van der Kolk, H., & Klok, P.-J. (2014). *De vormgeving van sociale wijkteams: Inrichting, organisatie en vraagstukken*. Retrieved from website: <http://www.platform31.nl/publicaties/vormgeving-sociale-wijkteams>
- Participatiewet. (2003, October). Accessed on December 17th, 2015, from <http://wetten.overheid.nl/BWBR0015703/2016-04-01>
- Pels, C. (2013, May, 21). Wijkteams geen simpel trucje [Web log post]. Retrieved from website: <https://www.zorgwelzijn.nl/Welzijnswerk/Opinie/2013/5/Wijkteams-geen-simpel-trucje-1259621W/>
- Rijksoverheid. (2012, October 29). *Bruggen slaan. Regeerakkoord VVD – PvdA*. Retrieved from website: <http://www.rijksoverheid.nl/documenten-en-publicaties/rapporten/2012/10/29/regeerakkoord.html>
- Simon, H. A. (1982). *Models of bounded rationality. Vol.2, Behavioural economics and business organization*. Cambridge, MA: MIT Press.
- Sok, K., Bosch, A. van den, Goeptar, H., Sprinkhuizen, A., & Scholte, M. (2013). *Samenwerken in de wijk. Actuele analyse van sociale (wijk)teams*. Retrieved from website: [https://www.movisie.nl/sites/default/files/alfresco_files/Samenwerken_in_de_wijk%20\[MOV-1776031-0.1\].pdf](https://www.movisie.nl/sites/default/files/alfresco_files/Samenwerken_in_de_wijk%20[MOV-1776031-0.1].pdf)
- Sprinkhuizen, A., Scholte, M., & Zuithof, M. (2013). *De generalist: De sociale professional aan de basis*. Retrieved from website: http://www.sociaalwerkindewijk.nl/sites/default/files/Leaflet-%20De%20Generalist_0.pdf
- Teekman, C., Slendebroek-Meints, J., Pruim, E., & Jager-Vreugdenhil, I. M. (2015). *Uit de startblokken: De eerste maanden van de sociale (wijk)teams in Zwolle en Elburg*. Retrieved from website: <http://gh.surfsharekit.nl:8080/get/smpid:53604/DS2/>
- Transitiecommissie Sociaal Domein. (2015). *Derde rapportage Transitiecommissie Sociaal Domein "Mogelijk maken wat nodig is"*. Retrieved from: <http://www.transitiecommissiesociaaldomein.nl/documenten/rapporten/2015/sept/11/derde-rapportage-transitiecommissie-sociaal-domein>
- Vat, L., & Groen, B. de. (2015). *De juiste professional op het juiste moment*. Retrieved from website: <http://www.vilans.nl/docs/vilans/publicaties/de-juiste-professional-op-het-juiste-moment-sociale-wijkteams.pdf>

- Verhoeven, W., & Jacobs, L. (2014). *De generalist in sociale wijkteams*. Retrieved from website: http://www.wijkteams.info/cms/_data/De_generalist_in_sociale_wijkteams.pdf
- Visser, A., Prins, D., Berger, M., & Prakken, J. (2014). *Generalistisch werken in wijkteams in beeld*. Retrieved from website: <http://www.nji.nl/nl/Download-NJi/Publicatie-NJi/Generalistischwerkeninwijkteams.pdf>
- Wang, L., & Murnighan, J. K. (2013). The generalist bias. *Organizational Behavior and Human Decision Processes*, 120(1), 47-61. doi:10.1016/j.obhdp.2012.09.001
- Wet maatschappelijke ondersteuning 2015. (2014, July). Accessed on December 16th, 2015, from <http://wetten.overheid.nl/BWBR0035362/2015-01-01>
- Yin, R.K. (2014). *Case study research* (5th ed.). London, England: Sage.

8 Appendices

Appendix A – Calculations margin of error

The margin of error is calculated according to the following formula:

$$n \geq \frac{N \cdot z^2 \cdot p(1-p)}{z^2 \cdot p(1-p) + (N-1) \cdot F^2}$$

$n = 28$ (number of respondents)

$N = 128$ (size of the population)

$z = 1.645$ (critical value at 90% confidence)

$p = 0.5$ (probability factor)

$F = \text{unknown}$ (margin of error)

$$F = \sqrt{\frac{\frac{N \cdot z^2 \cdot p(1-p)}{n} - z^2 \cdot p(1-p)}{N-1}}$$

$$F = \sqrt{\frac{\frac{128 \cdot 1.645^2 \cdot 0.5(1-0.5)}{28} - 1.645^2 \cdot 0.5(1-0.5)}{128-1}}$$

$$F = 0.1379 \text{ so } F = 13.79\%$$

Appendix B – Tables of the results

Cross tabulation of the benefits of the case assignment, compared to the downsides of the case assignment. This table shows that there are three people that have the same benefit as well as downside at the same time.

		Downsides case assignment								
		No influence on workload	No connection with expertise	Absence of team members	No freedom of choice	No downsides	Same cases all the time	Time consuming	Feels like a pressure	Hard to connect hours of labor to cases
Benefits case assignment	Freedom in time/sort case	2	2	3	1	2	2	2	0	1
	Clearness	1	1	0	0	0	0	0	0	0
	Takes little time/effort	0	1	0	3	0	0	0	1	0
	No benefits	0	0	0	0	2	0	0	0	0
	Learning from other cases	0	1	0	0	1	0	0	0	0
	Equal distribution	1	1	0	0	1	0	0	0	0
	Other/Unknown	0	0	1	0	1	0	0	0	0

Cross tabulation of the questions 'I think it is important that case are linked to my specialism' and 'cases are always linked to my specialism'. The table shows there are several team members that agree with one of the questions but not on both. This is causing the result of both individual questions agreed upon by 57.1%, but not exactly the same team members agree on both questions.

		I think it is important that case are linked to my specialism				
		Totally disagree	Disagree	Neutral	Agree	Totally agree
cases are always linked to my specialism	Totally disagree	0	0	0	0	0
	Disagree	0	3	2	0	1
	Neutral	0	2	0	3	0
	Agree	0	1	4	6	2
	Totally agree	0	0	0	0	3

Cross tabulation of the question if there is any expertise missing in the social community teams in which they work and the type of expertise that people list as being missing. This table shows the expertise's that are listed by the team members that indeed miss a type of expertise (the highlighted areas in the table) as well as expertise's that are listed by team members that did not indicate that they are missing any expertise in their social community team.

		Type of expertise's that are missing									
		Youth	Elderly	Debt services/Finance	WMO [Social Support]	Social work	Participation	Time consuming	GGZ [Mental Health Care]/Psychiatry	NAH [Brain Injury]	No expertise is missing
Within the social community team that I work, all expertise is available	Totally disagree	0	0	0	0	0	0	0	0	0	0
	Disagree	4	0	1	1	1	1	0	2	0	0
	Neutral	2	0	0	0	0	0	1	1	0	1
	Agree	1	1	2	1	0	0	0	0	1	13
	Totally agree	0	0	0	0	0	0	0	0	0	1

Appendix C – List of used abbreviations

BVO – Bedrijfsvoeringsorganisatie
GGZ – Geestelijke gezondheidszorg
MKBA – Maatschappelijke kosten-batenanalyse
NAH – Niet aangeboren hersenletsel
SWT – Sociaal wijkteam
TSD – Transitiecommissie Sociaal Domein
VNG – Vereniging Nederlandse gemeenten
Wajong – Wet werk en arbeidsondersteuning jonggehandicapten
Wgr – Wet gemeenschappelijke regelingen
Wmo/WMO – Wet maatschappelijke ondersteuning
WSW – Wet sociale werkvoorziening
WWB – Wet werk en bijstand

Appendix D – List of consulted people

Henk Procé	Municipality of Zwolle
Henk van der Kolk	Twente University
Ingeborg Evenblij	Municipality of Zwolle
Ingrid van Dinteren	Municipality of Eindhoven
Madelinde Tuk	Municipality of Zwolle
Marieke van der Steen	Municipality of Utrecht
Marscha de Vries	Windesheim – Lectorship youth
Melita van der Mersch	Pels Rijcken & Droogleever Fortuijn N.V.
Monique van Esterik	Municipality of Zwolle
Pieter-Jan Klok	Twente University
Senna Swinkels	Municipality of Eindhoven
Wouter Admiraal	Pels Rijcken & Droogleever Fortuijn N.V.