

Master thesis

**Consequences of the environmental legislation on the development of behavior,
competences and leadership at municipalities**

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Date: 27-07-2017

Acknowledgements

All good things come to an end. For example, completing my Master thesis! Along this way, I would like to thank those who contributed to the creation of my Master thesis. First, Dr. Henk Doeleman and Manon Diepenmaat from Ront management consultants who gave me the opportunity to perform this assignment and their guidance during this period. Second, I would like to thank Marianne de Wilde of Municipality Ooststellingwerf for the possibility to conduct this research at the municipality of Ooststellingwerf. I will immediately take this opportunity, and I would like to thank all the respondents of Ooststellingwerf. Thank you for your openness and expertise about the future changes that the municipality Ooststellingwerf is waiting for. Furthermore, I would like to thank the respondents of the best practice municipalities Oldenzaal, Ommen, Uden and Boekel. I thank you for your openness and expertise about your experiences and expectations for the future. Third, I want to thank my supervisors. Prof. Dr. C.P.M. Wilderom. I want to thank you for supporting and guidance me in this research with providing clear and quick feedback. Dr. D.H. van Dun, I want to thank you for your support and guidance in this research with providing feedback to complete my thesis. I have been working with you with pleasure.

Furthermore, I would like to thank all the others involved, who, in any way whatsoever, contributed during this period.

Finally, I would like to thank the One, in Him we may approach with freedom and confidence. Who contributed in any way to this research! You wear near me, I love you!

Thank you!

1. Introduction	6
1.1 Preface	6
1.2 Problem statement	7
1.3 Research questions	8
1.4 Research goal	9
1.5 Theoretical relevance	9
1.6 Practical relevance	9
1.7 Delimitation	10
2. Theoretic framework	10
2.1 Implementation of public policy	10
2.2 Organizational changes by implementation of new public policy	11
2.3 Organizational change	11
2.4 Organizational and individual behavior development	12
2.5 Change of organizational behavior	13
2.6 Individual behavior and competences	13
2.7 Competence development	14
2.8 Leadership	15
2.8.1 Charismatic leadership	15
2.8.2 Transactional leadership	16
2.8.3 Transformational leadership	16
2.8.4 Servant Leadership	17
2.8.5 Theory U	17
Traits and behaviors of leaders	17
2.8.6 Leadership and change	18
2.9 EFQM model	19
3. Legislative context and change	21
3.1 The environmental legislation	21
3.1.1 Environmental vision	21
3.1.2 The program	22
3.1.3 Decentralized regulation	22
3.1.4 General government rules for activities	23
3.1.5 Environmental decision	23
3.1.6 Project decision	23
3.1.7 Context of change	24
3.1.8 Change assignment of municipalities	24
3.1.9 Opportunities to deviate and flexibilisation instruments	24
4. Method	27
4.1 Introduction	27
4.2 Research into competences and leadership	27
4.3 The case study approach	28

4.4 Case selection	28
4.5 Interview method	29
4.6 Gathering data	29
4.7 Sample selection	30
4.8 Analysis	31
4.9 Generalizability and reliability	32
5. Results	33
5.1 Current situation best practices and case Ooststellingwerf	33
5.1.1 Oldenzaal	33
5.1.2 Ommen	33
5.1.3 Uden	34
5.1.4 Boekel	34
5.1.5 Ooststellingwerf	35
5.2. Research question 1. What are the main change assignments at the municipality level due the implementation of the environmental legislation?	35
5.2.1 Oldenzaal	35
5.2.2 Ommen	35
5.2.3 Uden	35
5.2.4 Boekel	36
5.2.5 Ooststellingwerf	36
5.3 Research question 2. What are the main developments of municipalities in the first phases of working with the environmental legislation?	38
5.3.1 Oldenzaal	38
5.3.2 Ommen	39
5.3.3 Uden	39
5.3.4 Boekel	39
5.3.5 What are the developments of Ooststellingwerf in the change assignment?	40
5.4 Research question 3. What is the change of current roles and behavior of the involved municipal actors during the implementation of the new environmental legislation?	41
5.4.1 Oldenzaal	41
5.4.2 Ommen	42
5.4.3 Uden	43
5.4.4 Boekel	44
5.4.5 Ooststellingwerf	45
5.5 Research question 4. What changes are required in the behaviors of policy makers, jurists, licensors and managers in order to realize better collaboration between the municipality and citizens with regard to the new environmental legislation?	47
5.5.1 Oldenzaal	47
5.5.2 Ommen	47
5.5.3 Uden	48
5.5.4 Boekel	48
5.5.5 Ooststellingwerf	49

5.6 Research question 5. What leadership behaviors are required (from managers to civil servants in the workplace) to manage new the processes of the environmental legislation successfully?	50
5.6.1 Oldenzaal	50
5.6.2 Ommen	50
5.6.3 Uden	50
5.6.4 Boekel	50
5.6.5 Ooststellingwerf	51
6. Conclusion & Discussion	53
6.1 Introduction	53
6.1.1 Research question 1. What are the main change assignments at the municipality level due the implementation of the environmental legislation?	53
6.1.2 Research question 2. What are the main developments of municipalities in the first phases of working with the environmental legislation?	54
6.1.3 Research question 3 What is the change of current roles and behavior of the involved actors by the implementation of the new environmental legislation?	55
6.1.4 Research question 4. What changes are required in the behaviors of policy makers, jurists, licensors and managers in order to realize better collaboration between the municipality and citizens with regard to the new environmental legislation?	56
6.1.5 Research question 5. What leadership behaviors are required (from managers to civil servants in the workplace) to manage new the processes of the environmental legislation successfully?	57
6.1.6 Main question: What are the consequences of the environmental legislation for the development of behaviors, competences and leadership by civil servants, jurists and managers to work flexible, facilitative and issue-oriented with the new legislation in 2020?	58
6.2 Discussion	59
References	61
Appendix	65
A. Interview questions	65
B. List of respondents	66
B. Best practices	66
O. Municipality Ooststellingwerf	66

Summary

In the past period, research has been conducted into the impact of environmental legislation on the development of competences and leadership style among employees within municipalities. The reason for this study is that municipalities must match the current processes to the space that is provided by the environmental legislation. With the introduction of the environmental legislation, the current environmental legislation of 26 laws with 4700 articles, 117 orders in council and 120 ministerial laws are put into one environmental legislation with 349 articles, 4 orders in council and 10 ministerial regulations (VNG, 2015).

Interviews have been conducted with best practice municipalities and the municipality Ooststellingwerf. The questions of the interviews are based on the EFQM model combined with the A3 methodology (Doeleman, 2013).

From the results of this study it can be concluded that a change assignment of behavior and the development of competences and a different style of leadership is unavoidable. Testing of standards is no longer possible. The pursuit of more flexibility with environmental legislation gets a different form by creating opportunities to deviate from generally applicable rules. The municipality must be able to cope with tensions between custom and flexibility. The ability to deviate from set standards by means of, for example, flexibility instruments allows for negotiation between municipalities and citizens and will change the decision-making process within municipalities. This calls for another form of decision making in which intuition will play an important role.

The change task for municipal actors is a major challenge for municipalities at both the administrative and the civil level. Working with the environmental legislation asks for different behavior and change in the way of thinking of mayors, aldermans and civil servants, they have to leave their comfort-zone. Next to that, specialists take place and there is a high need for generalist that are able to switch between the different domains of the municipality. To work integral and collaborate between the different departments the organizational structure must change.

To realize this change, municipalities want to invest in the frontside of the process where the municipalities and the citizens meet and where there is room for negotiation and decision making about initiatives. The different employees of the municipality are going to work in project teams.

Civil servants must learn to handle customized solutions and handle space. In the process of negotiation, they must learn to listen to the vision and ideas of citizens. Civil servants must come up with a solution for the realization of initiatives in consultation with citizens. This calls to adopt service oriented behavior and to enter into dialogue with the citizen. They have to develop competences to execute the process of negotiation.

The change task of jurists is large because a large part of their work disappears. In the context of participation and integral work, municipalities must facilitate the collaboration between citizens, partners

and civil servants. In this transition there is an increasing need for example behavior within the organization of the municipality. The results of this study shows that there is need for transformational, servant leadership and the use of theory U.

1. Introduction

1.1 Preface

This study examines the consequences of the environmental legislation on the development of competences and leadership that is required by the municipal actors that have to work with the environmental legislation. Although 2020 still seems far away, the introduction of the environmental legislation requires a reformation of the current system of spatial planning, on many areas, and therefore preparations must be made. The current legislation of 26 laws with 4700 articles, 117 orders in council and 120 ministerial regulations of the environment will be put together into one Environmental legislation (Omgevingswet) with 349 articles, 4 orders in council and 10 ministerial regulations (VNG, 2015).

This means that all parts of the current laws, regulations and guidelines will be bundled in one general legislation and integrated with one coherent system of planning, decision making and procedures (Eerste Kamer, 2015). With the new environmental legislation the government tries to improve the alignment to the different developments and activities of spatial planning, environment and nature, sustainable development and the differences between regions. The intention of the environmental legislation is that it gives more freedom and flexibility for municipalities, through general laws, with room for own vision and decision making. Instead of following a predetermined pattern, such as a model with regulations or system, the intent of the environmental legislation is that municipalities exploit opportunities to establish their own local policy choices. And to achieve this in such a way that promoters (citizens and businesses) are able to realize their wishes and needs within the local policy frameworks and on the basis of equivalent information.

The environmental legislation has four goals of improvement. Firstly, the environmental legislation wants to provide transparency, predictability and usability which means less laws and regulations and more accessible legislation. Secondly, the environmental legislation is designed to apply an integrated approach into the environment which improves the policies of the different areas of spatial planning, infrastructure, nature, and water. Thirdly, the environmental legislation increases space for consideration which improves the decision room of municipalities. Finally the fourth and last goal of the environmental legislation is that the environmental legislation accelerates and improves decision making by working with integrated permits and shortened procedures.

The introduction of the environmental legislation has major consequences. The environmental legislation requires full cooperation between the different departments (e.g. social, economic, spatial and care domains) within local authorities, but also between organizations abroad such as local businesses and

civil organizations. Citizens and entrepreneurs gain more influence, municipalities are going to work more closely in chains, integrated visions are need to be developed and integrated procedures and processes must be arranged. Also digitization needs to be developed (VNG, 2015). The government requires close involvement of local authorities in the implementation of the law, both financially and organizationally. On the organizational field, it is expected of employees that they judge and treat the different situations more integral, comprehensive and less rule based, in different interactions with citizens, entrepreneurs and/or other stakeholders. In addition, by expanding the responsibilities of municipal governments there is an enlargement of the work package.

These changes request new behaviors for direct involved stakeholders, like the local board, professionals of the municipality and local council. The new requirements to professionals who work with environmental legislation should ensure that professionals can provide the needed behaviors when the environmental legislation is implemented. For example civil servants should think more principle based and not only in rule-based solutions. In addition, civil servants are asked for entrepreneurial behavior whereby citizens are linked to local initiatives and may include forward from the position of the initiator. Next to that, a more participative community is desired and stimulated. This requires collaboration of all stakeholders that are involved in the process of contributing to achieve and maintain a safe, healthy and physical environment and a good environmental quality: And simultaneously, to effectively manage, use and develop the physical environment and to fill the social positions of stakeholders.

1.2 Problem statement

The introduction of the environmental legislation is a difficult task. Not only the intended application of the legislation forces a fundamental change for the current organization of municipalities, the implementation project forces changes in the current organization too. The traditional implementation approach is focused on systems that are top-down, hierarchical and structured (VNG, 2015). This system does not fit well with the intent of environmental legislation that asks for trust, freedom and flexibility (VNG, 2015). The implementation of the environmental legislation suits best on a system with a mix of top-down supply-driven and bottom-up demand-driven (VNG, 2015). It is predicted that this system requires a fundamental change in behavior of the actors that are involved in the current municipalities and this is not achieved in a few months time.

The implementation of the environmental legislation forces a decentralization of responsibilities and a change in required behavior. The actors in the municipal government must learn to deal with the new roles and processes, the network and know and use the chains. Also they must deal with citizens and entrepreneurs in a different way and learn new methods and information systems (VNG, 2015).

The change purpose for the local government, like the municipality of Ooststellingwerf is to ensure that by the entry of the new legislation in 2020, they are prepared for their new role and proposed behavior. The goal of Ooststellingwerf is that municipal actors are equipped to work with the

environmental legislation, which means that they must have the necessary knowledge and mainly behaviors to work flexible, facilitative and issue-oriented in practice. To reach this, an organizational change in the field of processes, work roles and behavior is necessary and a different way of leadership style is required. This leadership style should focus on the change process of the involved actors and the way of working with the new legislation.

The problem is that it is unknown what the required behaviors of the municipal actors are for changing working processes. Next to that it is unknown which kind of leadership behaviors are necessary in these new way of working at the various management levels to manage the working processes and municipal actors to the desired change and to implement the environmental legislation successful.

The main question of this research is as follows:

What are the consequences of the environmental legislation for the development of behaviors, competences and leadership by civil servants, jurists and managers to work flexible, facilitative and issue-oriented with the new legislation in 2020?

1.3 Research questions

In order to answer the main question, five research questions are formulated:

1. What are the main change assignments at the municipality level due the implementation of the environmental legislation?
2. What are the main developments of municipalities in the first phases of working with the environmental legislation?
3. What is the change of current roles and behavior of the involved municipal actors during the implementation of the new environmental legislation?
4. What changes are required in the behaviors of policy makers, jurists, licensors and managers in order to realize better collaboration between the municipality and citizens with regard to the new environmental legislation?
5. What leadership behaviors are required (from managers to civil servants in the workplace) to manage new the processes of the environmental legislation successfully?

1.4 Research goal

The goal of this study is to examine which behavior- and leadership development which actors of the municipality Ooststellingwerf have to make, and to examine what the change assignment is of organizational behavior. Another goal of this study is to examine the required leadership style to manage the change and working processes of the environmental legislation.

1.5 Theoretical relevance

It is scientifically relevant to assess whether the existing theory also applies to the pilot municipality Ooststellingwerf. This study provides new insights from practice, which can be linked to theory in terms of organizational change and organizational behavior in public organizations. The investigation of the requested change assignment provides insight into behavior of professionals in public organizations and which competences should be learned to change organizational behavior. The research is also relevant to leadership development in public organizations.

1.6 Practical relevance

The results of this study may help the municipality Ooststellingwerf and other municipalities to fill in the new roles and required behaviors of the involved actors by implementation of the environmental legislation. In addition, research on leadership understand what leadership behaviors required in the new situation and to drive new processes to the desired behavioral change. Furthermore, the results of this study can be used to predict the bottlenecks of the change assignment from the current situation to the desired situation. The outcome of this study can be used by program managers in determining the strategy for managing the new situation when the environmental legislation will be implemented.

1.7 Delimitation

The study is focused on the consequences of the environmental legislation on the development of behavior and leadership. In this research we distinguish the following municipal actors: policy makers, employees of environmental domain (jurists and licensors) and service providers (partners) managers. This research focuses mainly on the policy makers and employees of the environment domain because they will have to work with the new instruments. Certain topics are excluded from research. The required change in digitization is not part of this research as well as the implementation of the environmental legislation as process itself. Next to that, the strategy to manage and develop the change process and the refill of positions of involved actors will not be taken into account. This research is limited by giving advice in the form of guidelines for behavior development and leadership. The implementation of these guidelines will be left to the project managers.

2. Theoretic framework

The behavior of individuals in organizations is under influence of several factors. This literature review gives an extensive description of these factors. Therefore, firstly, the theory of the implementation of public policy and the consequences for the organization will be described. Secondly, the theories of change management will be described. Thirdly, the theoretic aspects of behavioral change will be described which includes theory of organizational context, culture and organizational behavior of individuals. After that, the theoretic concepts of leadership and the EFQM model will be described.

2.1 Implementation of public policy

Implementation refers to the design of government policy, the choice and administration of policy instruments for social purposes and the management of government policy in a complex and politicized environment (Clune, 1983). There are different definitions of what implementation actually is. Clune and Lindquist (1981) define implementation as the process and art of deliberately achieving social change through law. Pound (1940) adds that an implementation process can be defined as social engineering. Mazmanian and Sabatier (1983) define implementation as “the carrying out of a basic policy decision, usually incorporated in a statute but which can also take form of important executive orders or court decisions”.

According to Smith (1973) there are three different key variables to consider in the implementation of policy. The first key is the structure and personnel of the organization. Smith (1973) states that the stability of the structure and the qualifications of the personnel who must implement the policy are important to understanding the implementation. The second key is the leadership of the organization which refers to the style and nature of leadership. The third key to consider is the implementing program and capacity. It is important that the organization meet the objectives of the implementation by using a program and capacity and take care of it.

2.2 Organizational changes by implementation of new public policy

The implementation of new public policy has major impact on the organization's structure, culture and the behavior of the individuals. Crosby (1996) states that when a new policy will be implemented, change occurs and the different elements of the structure and relationships between individuals will be shifted. Also, governmental organizations generally lack the ability to adapt easily to the tasks that are required by the new policy (Crosby, 1996). Therefore organizations must change. The change or redesign of an organization is not easy. First, because of the changes in the processes and procedures and routines. Also there is often resistance in making changes in tasks or structure or that both have to change (Crosby, 1996). Second, many organizational and management processes should be changed and can be very

different from the tasks that are requested by the new processes. This requires new tasks for the new processes. Crosby (1996) state that an organization by the implementation of new public policy can be affected in three different ways.

First, the before mentioned change of tasks affect the organization internally regarding what the agency does and how it goes about these tasks. The change of tasks will cause many of the organization's structural components and has to be relieved by new units and departments.

Second, by the change in the organizational and functional boundaries, implementing organizations will need to pay more attention to the external environment and the organization's external stakeholders, both reasons of sufficient adequate resources and to deal with the tensions arising from different issues.

Third, there will be a greater need for information sharing and more joint coordination. This requires more communication with other agencies needed so that the tasks of the individuals will be well executed.

2.3 Organizational change

In an article of (Weick and Quinn, 1999) Ford and Ford (1994, p.759) describes change as “change is a phenomenon of time. It is the way people talk about the event in which something appears to become, or turn into, something else, where the ‘something else’ is seen as a result or outcome”. When it is about change in organizations, change involves the difference “in how an organization functions, who its member and leaders are, what form it takes, or how it allocates its resources (Huber and Glick, 1993 p.216).

From the perspective of organizational development, change can be defined as a set of behavioral science-based theories, values, strategies and techniques aimed at the planned change of the organizational work setting for the purpose of enhancing individual development and improving organizational performance, through the alternation of organizational members (Porrás & Robertson, 1992, p. 723). Organizations undergoing periodic learning often find or regain fit by a series of large-scale adjustments in strategy, structure, or process, or a combination of the three. This kind of change is referred as transformative (Dunphy & Stace, 1988).

Lewin (1951) provided inside in the nature of change that is relevant for those who have the intention to change. He argued that the status of no change refers to a situation in which everything is stationary. Change management implies a state of stability comparable with a river flowing with a velocity in a given direction. A change of behavior of an individual, group or organization can be compared to a change in the river's velocity or direction. Next to that Lewin (1951) state that at any level of behavior is maintained in a stable condition by a force-field comprising a balance of forces pushing for and resisting change. The level of behavior can be changed by adding forces for change in the desired direction or by reducing the resisting forces.

Lewin developed a model with three steps for implementing change. The three steps include the processes of unfreeze, move refreeze. The first step is to unfreeze or unlock the existing level of behavior. The second step is to move to a new level and the third step is to refreeze the behavior at the new level.

Unfreezing involves destabilizing the balance of driving and restraining forces. By unfreezing it is about the members of an organization to demonstrate the difference between the desired behavior and current behavior. On this stage an important role is played by information.

In the second step (move) the change can be deployed. At this stage the behavior of individuals in the organization must be lifted to another level. This phase focuses on new behaviors with different values and different professional behavior.

After the change process a new balance must be found and the new behavior must be anchored into the organization (refreeze). The behavior must be institutionalized. The new behavior can be stimulated through information and training methods to increase the degree of acceptance of change and by defining the new procedures.

2.4 Organizational and individual behavior development

Organizational behavior development is a collection of change methods that aims to improve the organizational effectiveness and well-being of employees. Organizational development methods value human and organizational growth, collaborative and participative processes and a spirit of inquiry. The focus is on how individuals make sense of their work environment. Robbins and Judge (2010) describes on the basis of literature five underlying values in most efforts. The first underlying value of organizational development is, respect for people. Individuals are perceived as responsible, conscientious and caring. Second, trust and support. An effective and healthy organization is characterized by trust, authenticity, openness and a supportive climate. The third value is power equalization. Effective organizations must emphasize hierarchical power and control. The fourth value is confrontation which means that problems should be openly discussed. Finally, the last value of organizational development is participation which means that the more individuals are engaged in decisions the more people are affected by change.

2.5 Change of organizational behavior

Organizational behavior can be defined as a field of study that investigates the impact of individuals, groups, and structure on behavior within organizations, for the purpose of applying knowledge toward improving an organization's effectiveness (Robbins & Judge, 2016, p.24). Organizational behavior emphasizes the behavior of individuals related to jobs such as work, employment, performance and management. Organization behavior is related to the personal factors and environmental factors. Bandura (1986) suggest that people not only are driven by inner forces, but also by external factors. Environmental factors are situational influences and environment in which behavior is performed such as the context and

culture of an organization. The personal factors are factors such as drives, traits, competences and other individual forces. These factors intervene in the process of behavior change (Glanz, Lewis, & Rimer, 1990).

2.6 Individual behavior and competences

The employability of individuals in the workplace depends on the behavior of individuals and is an important condition for the performance of an organization and for the personal career of the individuals. Employability depends on continuous learning, being adaptable to new job demands or shifts in expertise, and the ability to acquire behaviors through lateral rather than upward career moves in varied organizational contexts (Scholarios, Heijden, Schoor, Bozionelos, Epitropaki, & Jedrzejowicz, 2008). According to Van der Heijde and Van der Heijden (2006) employability can be defined as the continuous fulfilling, acquiring or creating of work through the optimal use of competences.

To increase the employability and change behavior within organizations, it is important to develop competences. The development of competences is possible by looking at which behavior development must be made by the individual.

Competences refer to an individual's knowledge, behaviors, and abilities needed to perform various tasks and carry responsibilities within a job in the right way. Van der Heijde & Van der Heijden (2006) illustrate that, in order to enhance the employability in an organization, the focus should be on competence development of employees.

Competence development refers to those activities carried out by the organization and the employee to maintain or enhance the employee's functional, learning and career competences (Forrier & Sels, 2003). It encompasses an integrative approach of developmental activities, involving both the organization and the employee (Van der Heijde & Van der Heijden, 2006).

There are different levels of competences. Athey and Orth (1999) divide competences in different dimensions, individual knowledge, skills, attitudes and behaviors, collective team, process, and organizational capabilities. These dimensions are linked to high performance.

Competences itself can be specified in different categories. Van der Heijde et al. (2006) divides competences in two categories. The first category contains functional competences, the second category generic competences. Functional competences are closely linked to the specific function or role of the employee (Devisch, 2010). Functional competences are the knowledge and behaviors that are connected to a single or a few tasks (Nordhaug, 1998).

The generic competences is about occupational expertise which is complemented with four general competences (Van der Heijde et al. 2006). The first competence of general competence is anticipation and optimization which means being prepared for changes in work situations in a personal and creative way and to strive in this way to the best possible job and career outcomes. The second is personal flexibility which is about the degree of flexibility to adapt to changes in the internal and external

environment. Flexible employees tend to be more flexible and adapt easier to changes. Also they have a better insight in the advantages of changes. The third one is about corporate sense which means that actors take responsibility collectively, and the fourth competence is balance which respond to the degree of compromising between the interests of the employee of work as the employee's private interests.

Nordhaug (1998) divides competences in three categories: Tasks-specificity, Firm-specificity and non-firm specificity. Task-specificity refers to amount of which competences are linked to the work task. Firm-specificity are competences that do not have any value to other employers. Finally, non-firm specificity competences are competences that are applicable to every firm or organization whereby all competences are general.

2.7 Competence development

To increase the employability and performance of employees, competences can be developed. The aim of competence development is to organize competence-based activities of employees to enhance the fit between the existing and desired competences. In addition, competence development contributes to a fit between what the organization asks and the abilities of the employee. Both goals need to change behavior and performance.

Ellström (1997) argues that competences can be developed and sees competences-in-use as a dynamic process of learning mediating between the capacity of the individuals and the requirements of the job. The development of competences can be supported by the self-determination theory of Deci and Ryan (2000) which explains the different steps of behavior change from current to the future situation through the stages of learning, inspiring, integrating and differentiating.

According to Kirkpatrick (1996) competence development has four effects of result: First, it has an effect on the participants' behavior. Second, competence development affects the level of individuals on knowledge or behavior. The third effect is that individuals are becoming better in carrying out certain tasks. Fourth, the effect of competence development is that it increases the performance on organizational level. However, the effects are depended of the level of the individual in the organization (Ellström, 1997).

In a study of Kock, Gill and Ellström (2007) on small and medium-sized companies, competence development causes the following effects on the performance of individuals: First, the employee has increased behaviors and was able to handle the present tasks. Second, the individual showed increased interest in learning something new in the job. Third, the individual gained a better overall view of the job and fourth the individuals' responsibility and job satisfactions increased.

The degree of competence development is depended on the motivation of individuals to take part in an education. Colquitt and LePine (2000) state that the following factors play a role in motivation: first, the participants view of learning and individual development, second the expected benefits of efforts made and finally the self-confidence and the individual's own ability to learn. These factors are related to

the social background, educational level and individuals own learning experiences as well as internal context, working conditions, economic, political and cultural factors.

It can be conclude that competences of individuals can be developed. Competence development increase the job performance of individuals. But the effect is depended on the level of the organization. Next to that, the degree of competence development is depended of motivation.

2.8 Leadership

Kouzes and Posner (1987, p.30) state that, when facing a change, 'Leadership is the art of mobilizing others to want to struggle for shared aspirations. Leaders therefore has to be skilled in the processes of change management when they want to act successful as change agents.

Leadership is a significant predictor of change-oriented behavior (Bettencourt, 2004). Bettencourt (2004) argues that both transactional and transformational leadership increase the change orientation by improving leader member exchange quality. Leadership can be defined as the process of influencing others to understand and agree about what needs to be done and how to do it, and the process of facilitating individual and collective efforts to accomplish shared objectives (Yukl, 2006).

2.8.1 Charismatic leadership

Charismatic leadership is focused on inspiring and motivating. The leader is someone with a strong commitment and belief, which may transfer his vision of its employees and inspires them that way for their tasks (Weber, 1947). Leaders can convince employees of their vision. Such as leader aspirations, values, needs and preferences of its employees by transforming the transfer of vision with a goal that can be considered valuable. The employees that are controlled are motivated by a charismatic leader to make personal sacrifices in order to achieve the goals of the charismatic leader.

The key behaviors of charismatic leadership in the Conger and Kanungo (1987) theory include articulating an innovative strategic vision, showing sensitivity to member needs, displaying unconventional behavior, taking personal risks, and showing sensitivity to the environment (identifying constraints, threats, and opportunities). The key behaviors in the theories of House (1977) and Shamir et al. (1993) contain articulating an appealing vision, emphasizing ideological aspects of the work, communicating high performance expectations, expressing confidence, showing self-confidence, modeling exemplary behavior, and emphasizing collective identity (Yukl, 1999).

2.8.2 Transactional leadership

Transactional leadership can be defined as managers may seek to focus employee attention and efforts on relatively narrowly defined task activities (Bass, 1985). By transactional leadership is assumed that behavior of employees is guided by the search of pleasant and avoid less pleasant feelings. Executives must therefore apply the principles that satisfy the needs of the individuals and with negative sanctions

they can adjust undesirable behavior. This type of leadership restricted view to setting goals, monitoring and control of results. It is very focused on the effectiveness and efficiency of results. This type of leadership is often found in companies with many hierarchical layers. Transactional leaders use rewards and punishments to gain compliance from their followers. This kind of leaders are most likely to be directive and action-oriented (Odumeru & Ogbonna, 2013).

2.8.3 Transformational leadership

Transformational leadership can be defined of managers may seek to elevate the values, goals, and aspirations of followers beyond immediate role expectations so that they place higher priority on system and group goals such as learning and continuous improvement (Bass, 1985). Transformational leadership refers to a longer term relationship established between the leader and followers, built up over many interactions and having a more organizational or strategic orientation (Herold, Fedor, Caldwell & Liu, 2008, p. 348). Transformational leaders go beyond exchanging contractual agreements for desired performance by actively engaging followers (Gardner and Avolio, 1998). They serve as role models to stimulate followers to think about existing methods in new ways and encourage them to challenge their own values, traditions and beliefs (Hater & Bass, 1988).

Transformational leadership derive the employees not only motivated by external factors but also intrinsic factors. The behavior in the workplace is not only caused by the rewards but also the feelings of individuals. According to Burns (1978), transformational behaviors are founded on an exchange process in which the leader provides rewards in return for the subordinate's effort. In this type of leadership, the leader must be able to recognize the standards, values, and capabilities of the individuals to influence them. Transformational leadership consists four parts: charisma, inspiration, intellectual stimulation and individual attention (Warrilow, 2012). Herold et al. (2008) examined the effects of transformational leadership by managers from multiple organizations and found that transformational leadership relates positively to affective commitment to change of individuals in organizations.

2.8.4 Servant Leadership

Servant Leadership (Greenleaf, 2003) has four features that may be applicable to the future situation. A servant leader develops a radar with which he continually searches for what is really important at any time for the further development of people, organization and society. The four elements of the radar are: listening, feeling, empathy, reasoning and anticipation. In addition, the servant leader works on his thrust. Thrust is the ability to do that which contributes to the future in a diligent and sustainable manner. The four elements of thrust are: forming vision, transferring, building relationships and managing stewardship.

2.8.5 Theory U

Theory U (Scharmer, 2007) is a search for an approach to the problems in today's global society by looking at the world in a different way. The listening method associated with this theory enables us to observe the blind spot (the inner place from which each of us operates). The theory of Scharmer is able to detect this blind spot. Theory U consist of a five-step process based on presencing which is an increased state of attention that allows individuals and groups to see the source from which the whole of the future unfolds. The five process steps and how to deal with it from his theory are: co-initiating, co-sensing, presencing, co-creating en co-evolving

1. Co-initiating: build common intend and listen to others to what life calls you to do
2. Co-sensing: Go to the places of most potential and listen with your mind and heart wide open
3. Presencing: Go to the place of silence and allow the inner knowing to emerge
4. Co-creating: Prototype the new in living examples to explore the future by doing
5. Co-evolving: embody the new ecosystems that facilitate seeing and acting from the whole

Traits and behaviors of leaders

Yukl (2013) argues that the effectiveness of leaders are depended on specific behaviors. The behaviors refer to a variety of individual attributes, including aspects of personality temperament, needs, motives and values (Yukl, 2013, p.143). Examples of these behaviors are self-confidence, extroversion, emotional maturity and energy level. According to Yukl (2013), the specific behaviors that are related to leadership effectiveness are: high energy level and stress tolerance, internal locus of control orientation, emotional maturity, personal integrity, socialized power motivation, moderately high achievement orientation, moderately high self-confidence, moderately low need for affiliation.

A study conducted by House and Aditya (1997) show three important effects of behaviors on leader behavior and leader effectiveness. First, there are a number of behaviors that differentiate leaders from others. These behaviors are for example physical energy, intelligence above average, self-confidence and flexibility. Second, the effects of behaviors on leader behavior and leader effectiveness are enhanced to a great extent by the relevance of the behaviors to the situation the leader functions. The achievement motivation is the greatest predictor of effectiveness when the tasks are challenging, require a high degree of initiative and are responsible for success. Next to this the flexibility of a leader is a predictor for effectiveness when the environment is unstable or when leaders have to lead people that are performing different tasks over time. Third, traits have a stronger influence on the effectiveness of leaders when the situational characteristics permit the dispositions of individuals. The behavioral manifestation tend to be stronger in weak situations and weaker in strong situations (House et al. 1997).

The effectiveness of leaders is also depended of several behaviors. First, technical behaviors which include knowledge about methods, processes, and equipment for conducting specialized activities of the organization. This also includes knowledge about the organization's product and services. Second, the leader is effective when it has interpersonal behaviors. Interpersonal behaviors include knowledge about human behavior and interpersonal processes, ability to understand feelings, behaviors, and motives of others as well as the ability to listen and knowledge about acceptable social behavior. Third, an effective leader should be able to perform conceptual behavior which contains analytical and logical thinking, problem solving and anticipate on changes (Yukl, 2013). Finally, other examples of behaviors of leaders are emotional intelligence, social intelligence and learning ability (Yukl, 2013).

2.8.6 Leadership and change

Change leadership refers to the current situation, focusing on the specific change and how the leader is handling from a tactical point of view (House & Aditya, 1997). Leadership is essential to ensure that the change is well managed. The need for effective leadership becomes reality. Also managers need a practical guidance in how to approach and managing the change of organizations. Next to that is important to emphasize what kind of development leaders have to make in order to develop the organization.

Leadership development can be defined as the development of the different leadership processes and social capital in the organization involving relationships, networking, trust and commitment related to the social and political context and the leader's styles and actions (Iles & Preece, 2006). The significance of choice of leadership style for achieving successful change is evident, as is the importance of achieving a good 'leadership style-approach to change-context' fit. For several reasons, effective leadership requires 'distributed' style of leadership, whereby those in a leadership role perform that role competently, in an engaging way.

Higgs and Rowland (2005) identified three leadership styles that are associated with effective change management. The first one is shaping behaviors (what leaders say and do; making others accountable; thinking about change; using an individual focus). The second one contains framing behaviors which means that the leader establish 'starting points' for change and designs and manages the change journey. The third leadership style is creating capacity which involves creating individual and organizational capabilities; communicating and creating connections. Higgs et al. (2005) conclude that the leadership style "shaping behaviors" was counterproductive in achieving successful change while creating capacity is more related towards success of organizations.

To find out which elements of leadership will boost the effectiveness of organizational behavior we need to know what impact some characteristics of leadership are effective to the behavior of individuals when an organization is facing change.

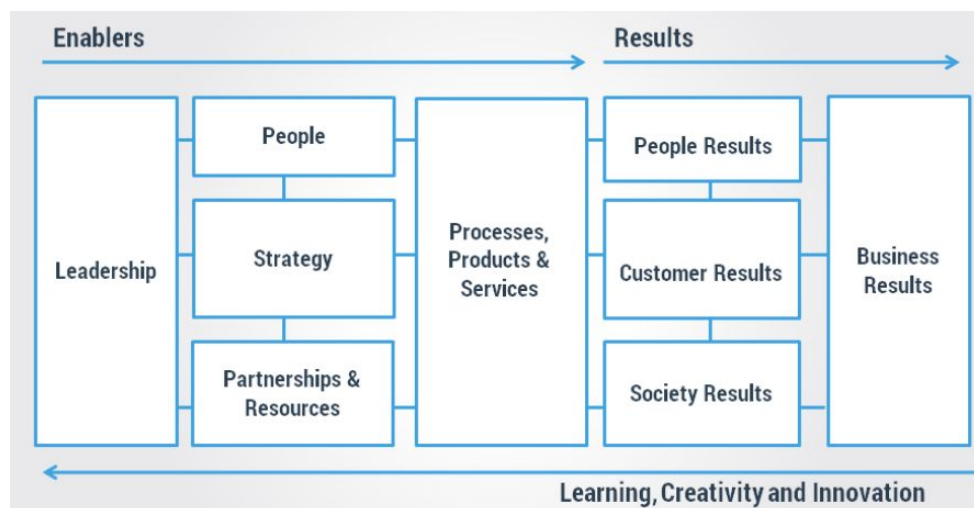
First, Kavanagh and Ashkanasy (2006) argue that leadership is essentially a process of social influence in which individuals want to feel included, supported and reinforced, especially when an organization is changing. Relations between individuals and their leader will affect perceived leader effectiveness.

Second, Fry (2003) examined leadership as motivation to change and concluded to motivated followers the leader must get in touch with their own core values and communicate them through vision and personal actions.

Third, it is important how the leader influences the followers. Fishman and Kavanagh (1989) state that the behaviors of the leader, such as giving recognition or being positive has influence on the contributions of the followers during the change process, will have effect on the response of individuals on the change process. Another important aspect therefore is the use of power. According to Weber (1978) those leaders who have power have more opportunity to realize their values and assumptions when changes occur than the leaders who have not.

2.9 EFQM model

The EFQM model is a framework for organizational management systems recommended by the European Quality Assurance Foundation (EFQM) and developed to promote the competitiveness of organizations. Regardless of sector, size, structure or age, to be successful, organizations must set up an appropriate management system. The EFQM Excellence model is a practical tool for improving organizations by measuring where they are within the EFQM Excellence model. To date, many European organisations have used the model as a framework for their organisational development (Doeleman, 2013). The EFQM model consists of nine different components; Leadership, people, strategy, partnership & resources, processes, products & services, people results, customer results, society results and business results.



Conclusion

In this theoretic framework the different theories about change management, organizational change, organizational behavior, competence development and leadership are described. From these theories, it turns out that organizational behavior is under influence of environmental factors and depended the development of competences. It can be concluded that change of behavior can be stimulated through changes in these elements. Next to that it is important to connect the leadership behaviors to the changing behavior of the organization and the processes that are associated with organizational change. In addition, it is expected that there will be a shift in leadership style and therefore there is chosen to describe the leadership styles of the last decades.

3. Legislative context and change

This chapter sets out the legislative context of the environmental legislation (section 3.1) The six instruments of the environmental legislation are explained below. Furthermore, the flexibilisation instruments are described. Also, the context and the current situation (section 3.2) of the municipalities are described.

3.1 The environmental legislation

The current environmental legislation contains dozens of laws and regulations for space, housing, infrastructure, environment, nature and water. From 2020, all schemes will be merged into one environmental legislation. The government strives for flexibility with the environmental legislation (Collignon, 2016). Plans for spatial planning, environment and nature will be better matched and municipalities, provinces and water boards get room to tailor the environmental policy to the specific needs and context (VNG, 2015). Projects must be realized in coherence and per area, with transparent and predictable regulations. The environmental legislation includes six instruments: the environmental vision, the program, the decentralized regulation (environmental plan & environmental regulation), the general government rules for activities, the environmental permit and the project decision (Ministry of Infrastructure and the Environment, 2016). The introduction of the Environmental legislation in 2020 means a new and other system of the current environmental legislation. This legislation, introduces new instruments, including the environmental vision and the environmental plan. An environmental vision is a strategic tool, to be determined at national, provincial and municipal level, while the environmental plan is a tactical tool for policy concretization. The municipal environmental vision is an instrument that lends itself to involving in preparation for the entry into force of the law (VNG, 2016).

3.1.1 Environmental vision

Firstly, the environmental vision contains a description of the quality and physical environment in general. Secondly, the proposed development, use, management and protection and conservation of the territory, and thirdly, the main issues of the integral policy for the physical environment, setting out the objectives the way the municipality expects it to be achieved. When drawing up the environmental vision, account must be taken of the four principles of Article 3.3 of the OW Act. This law does not include any requirements for the vision.

By municipality / province and national, one environmental vision is drawn up which identifies and describes all policy areas and subjects on the physical environment. This implies that a policy issue has to be developed with coherent policies that do not conflict with each other and should deal with the policy areas in the physical environment such as nature, environment, spatial planning and traffic and

transport that are often still within the municipality through different civil servants and various policy areas such as structural vision, policy plans and policy papers are divided. The policy must be in addition to the development of the existing situation and the way it is preserved or improved by management and protection (Article 3.1 OW).

Apart from statutory requirements, the environmental vision is form free and gives the municipality complete freedom to determine the content of the policy. The extent to which the policy has been worked out in detail determines the degree of control on the environmental plan. The municipalities may choose to develop a whole new policy or continue to use parts of the old policy.

Environmental plan

The policy, the roles, the ambitions, the choices and the integral area description eventually come together in the rules of an environmental plan. An environmental plan may include rules for activities that may affect the physical environment. The environmental legislation provides the municipality with a range of possible rules. A municipality can compile a package and determine its contents. Important question here is how a municipality wants to deal with a topic: global or detailed, flexible or rigid with conditional or unconditional rules, with objective standards or policies, with or without procedural rules, with or without notice, with or without delegation, with or without equivalence rules, with or without customary rules or custom rules etc. It may still be possible to ask which activities make a municipality environmentally mandatory. Which causes that municipalities has many choices. Setting up the rules requires choices. The basis for the choices can be found in the environmental vision, the roles and ambitions and the integral area description. These documents describe what choices the city council has made and what it wants, how it is achieved and what frameworks and boundaries there are (VNG, 2016).

3.1.2 The program

The program contains concrete measures for the protection, management, use and development of the environment. These measures must achieve environmental values or other goals for the environment. The program can be aimed at a particular sector or area. State and province may also involve other governing bodies in a program. A special form concerns the programmatic approach (Ministry of environment and milieu, 2015).

3.1.3 Decentralized regulation

The principle of the Environment legislation is that decentralized authorities bring together all their rules on the environment in one area-wide regime. This ensures that the regulations are insightful and coherent. In addition, it makes compliance easier. For the municipalities this is the environmental plan, for the water boards the water regulation and for the provinces the environmental regulation. The environment

plan and regulations contain different types of rules. For example, focused on activities of citizens and businesses in the area. However, environmental values can also be included, or setting af framework for testing licenses (Ministry of environment and milieu, 2016).

3.1.4 General government rules for activities

Most of the activities in the environment are initiatives of citizens and businesses. In some (more common areas), it may be useful to set national rules for the protection of the environment. There, on national level there will be operate, as it may, with generally applicable rules. This prevents citizens and businesses from always having permission from the government. The disadvantage of general rules is that they sometimes do not fit well with specific situations. Therefore, the law contains a number of instruments that can increase the flexibility of general rules (Ministry of environment and milieu, 2016).

3.1.5 Environmental decision

The milieu license in the environmental legislation is the extension and widening of the milieu license from the general environmental legislation (Wabo). It is a bundle of licensing systems with a greater weighting space. For the environmental license, the initiator can only submit one application at one office and permission from one authorized authority (Ministry of infrastructure and milieu, 2016). Many initiatives by citizens and companies have an impact on the environment. The environmental decision determines in advance the possibilities for projects. The review is simplified, and, if necessary, takes into account generally applicable rules. This prevents rules from contradicting or exclude each other. By keeping the licensing process as straightforward, the process of decision-making will be accelerated. Initiators can quickly get clarity on all activities they want to implement through one application at one desk (Ministry of environment and milieu, 2016).

3.1.6 Project decision

The project decision provides a uniform procedure for decision making on complex projects arising from the responsibility of the empire or counties. The purpose of the project decision is to make these procedures faster and better than in the past. For example, if a project violates an environmental plan, it is possible to deviate from the environmental plan. Where appropriate, the project decision may also replace the environmental license. As in establishing an environmental vision, environmental plan or program, governments must state in a project decision how they have participated (Ministry of environment and milieu, 2016).

3.1.7 Context of change

The Environmental legislation must contribute to achieving and maintaining a safe and healthy physical environment and good environmental quality. At the same time, the law must contribute to the effective management, use and development of the physical living environment in order to fulfill social functions. This will be achieved through the following four improvement objectives:

1. Increase the insight, predictability and ease of use of environmental legislation.
2. Establish a coherent approach to the physical environment in policy, decision making and regulation.
3. Enhance the administrative balancing space by enabling an active and flexible approach.
4. Accelerate and improve decision making on projects.

3.1.8 Change assignment of municipalities

From the social objective of the environmental legislation and the formulated improvement goals, the change assignment for the municipalities can be derived. Because organizations change as the employees change, we formulate this change assignment for the various civil servants within the municipality. In view of the scope of this exploration, the following functions are distinguished within the municipalities: Policy makers (management and policy staff). Employees environmental domain (planners and jurists, licensors, enforcers and supervisors). Service providers. Employee information providers (policy staff, information architects, application and data administrators, resource managers base registrations, GIS and DIV staff).

3.1.9 Opportunities to deviate and flexibilisation instruments

Striving for more flexibility in the environmental legislation will be realized by creating opportunities to deviate from generally applicable rules. De Graaf and Tolsma (2014) discuss deviations that include the environmental legislation and flexibility instruments (custom rules, equivalence determination, experimentation). First of all, there is no opportunity for municipalities to deviate from rules at law level. A generic ability to deviate from all standards in the interests of the physical environment is contrary to the requirements of the democratic constitutional state and the principle of specialty and undesirably degrades legal certainty (Advies Raad van State inzake Stelselwijziging Omgevingsrecht, Kamerstukken II 2011/12, 33118, No. 3, p. 158168, p. 19). The deviations of the environmental legislation are at the front and back of the process.

Frontside process:

The environmental legislation allows flexibility to be integrated into the norm itself. The government mentions as an example that in principle a certain value applies but that a deviating value is

allowed under conditions. Furthermore, it is also conceivable to arrange for a derogation to be granted provided that the governing body compiles a program aimed at reversing within a certain period.

The starting point is that municipalities have ample opportunities for self-fulfilling the policy and the regulatory framework. This can be described as "administrative reflection space at the front of the policy process". The government's vision of flexibility shows that implementing regulations should allow as much space as possible for social activities (Kamerstukken II 2013/14, 33962, No. 3, p. 264.)

Backside process:

When policy choices are translated into binding rules, the deviation options are limited. Binding rules that are set must be able to support the society. Instruments that allow for deviation from a binding rule are intended for exceptional situations. This is a possibility of deviating from exemption of instructional rules, custom prescriptions, custom rules, equivalence and experimentation (De Graaf & Tolsma, 2014).

The proposed law has many deviations to increase flexibility. One of the criticisms in the advice of the State Council is that there is a risk that regulations will become less insightful and predictable if those opportunities are widely used. This can lead to legal uncertainty among citizens and companies and, moreover, for additional charges for the board (Kamerstukken II 2013/14, No. 4, pp. 28-29). The following tools exist for municipalities to deviate from general government rules:

Tailor-made prescriptions: Article 4.5 states that, if it is established in the general government rules, custom rules may, in an individual case, be supplemented by a general rule and may be deviated from. A custom rule is a decision against which normal legal protection is open.

Tailor-made regulations: Article 4.6 provides that, if defined in the general government rules, custom rules in an environmental plan, water regulation or environmental regulation can be supplemented by a general rule and may be deviated from. This can be for a specific location as well as for a whole area.

Demonstrate equivalence: Article 4.7 paragraph 1 states that an entrepreneur applies a different measure than the rules indicate if the result thereof is equivalent to the prescribed measure. The entrepreneur must demonstrate that his alternative measure provides an 'equivalent level of protection'. In most cases, the competent authority must in advance approve such an equivalent measure.

Experimentation: Art. 23.3 offers a lot of flexibility for performing experiments that contribute positively to the realization of the social goals of the law. The provision is intended for future developments, techniques and practices in which existing regulations cannot be foreseen.

Consequences of the environmental legislation for changing work processes

The environmental legislation, with the associated deviation and flexibility possibilities, forces municipalities to adopt different behavior to respond to citizens' initiatives.

The legislation proposal offers many instruments that may differ by government or citizens from regulations. This can be at the expense of simplicity, predictability, feasibility and enforceability of environmental legislation (De Graaf, Van der Veen, Tolsma & Marseille, 2015).

The introduction of the environmental legislation with possibilities for deviating from rules with flexibility instruments means that the municipality has more room for local policy. The environmental legislation and the possibility to deviate from norms means that municipalities have to come to their decision in another way and in any case force them to respond to citizens' initiatives. Citizens can submit initiatives that deviate from the current norm (De Graaf et al. 2015). The citizen must be able to negotiate with the municipality. This requires municipalities to think about the environmental vision and the environment plan first. In addition, the municipalities must argue why plans can be realized or not. The consequence of this is that municipalities get closer to the citizens. Municipalities should anticipate initiatives and set up their negotiation process. Municipalities must start partnerships for integral work and decision-making between the different domains and employees. In addition, more intensive cooperation with chain partners will be undertaken.

4. Method

4.1 Introduction

A qualitative, inductive research design is used to examine the consequences of the environmental legislation for the development of behavior, competences and leadership. The study consists of several cases. The various best practices municipalities and municipality Ooststellingwerf.

Because there are no existing competence profiles of municipal actors that are working with the environmental legislation there is chosen to use qualitative methods to identify competences empirical. To enhance the reliability and validity two different research methods were chosen.

The behavior and competence development is identified by job analysis (bottom up) through explorative semi-structured interviews with project leaders with experience in the field of HR of pilot municipalities that have participated in a pilot of the environmental legislation.

To identify competences in the municipality Ooststellingwerf, future-oriented job analysis (from the goals and objectives) is conducted by interviews with managers and staff.

4.2 Research into competences and leadership

It is very difficult to find out what the municipality's change assignment is in organizational matters, and what the changing behaviors and associated competences of the employees should be when the environmental legislation is applied and which kind of leadership is most suitable. Indeed, a forecast must be made on the future based on the information currently available of the environmental legislation and measuring employee expectations within the municipality.

Although it is not possible to predict the future precisely, executives and employees may have insight in future requirements because they are involved in the developments of the organization and have a broad perspective.

The capturing of the change assignment, changing roles and associated competences is thereby complicated, but not impossible. The purpose of the interviews is to determine the future expectations of the municipality's change assignment, changing roles and associated competences.

A semi-structured interview (Bryman & Bell, 2015) to employees' expectations can provide a realistic view of the fact that these employees know for themselves what consequences the implementation of the environmental legislation has for their future organization, development and work. An appropriate method for identifying competences needed in the future is competency modeling.

Competency modeling is a method by which the competences are linked to the goals and objectives of the organization and starts at the top of the organization by executive jobs and then works down (Champion, Fink, Ruggenberg, Carr, Phillips and Odman, 2011). We now explain the case study

approach, case selection, interview method, data-collection, sample-selection and information about the analysis and finally the generalization and validity of this research.

4.3 The case study approach

The competence development and required leadership of the municipality of Ooststellingwerf is analyzed with a case-study. The choice of this method arises from the problem of this research. The case study is a powerful research method that combines different methods (Cooper & Schindler, 2014). Case study enables to understand the way in which different groups and actors think, the existence of contrasting perspectives and perceptions, the way in which conflicts are defined and solutions are found and the way in which actors cope with contrasting perspectives and perceptions (Swanborn, 2010). The case study approach makes it possible to investigate the values in the natural setting (Benbasat et al. 1987). As Boeije (2014, p.27) states, this kind of research can highlight the meanings, experiences and perspectives of all involved participants.

The meanings that can be revealed should be considered in their context, and the description of the experiences can be explained. The first step is to study the best practices municipalities to define the structure in the method (Yin, 2009). Thereafter, the case study is started by examining the influence of the environmental legislation at Ooststellingwerf. The required change in structure, processes and work roles in the current situation is studied with as well as the change of roles of involved actors in the process of the environmental legislation. This is done with semi-structured interviews. For the identification of the current situation and the change in the field of the processes and work procedures, practical literature is studied through desk research. The practical literature contains literature from the Government, VNG and scientific literature about the environmental legislation.

4.4 Case selection

The focus in this research is on what the environmental legislation consequences are for employee competence development and leadership. The case Ooststellingwerf is selected with convenience sampling technique. Ooststellingwerf has volunteered itself for this research. Which means that Ooststellingwerf is convenient accessible and approximate. The condition is that they were already developing an environmental vision and that the involved participants of the interview are aware of current developments surrounding the environmental legislation. In addition, the municipality must have started developing and designing a development plan that is in line with the new environmental legislation. The selection of the best practices cases is not easy. The Netherlands has 388 municipalities divided into 12 provinces. There are different methods for selection of the case. Glaser and Strauss (1976) distinguish between minimizing and maximizing variance which means two possibilities, or cases will be examined closely resemble each other or examine cases that differ from each other as much as possible.

Glaser and Strauss (1976) recommend to minimize to lay a solid foundation and then maximize and to go into depth. Therefore, in selecting the best practices cases, it is important that the different participating municipalities fall within the same category in terms of the organization structure and size than the municipality where the case is being carried out and besides that, they already have experimented with an environmental vision or environment plan.

4.5 Interview method

According to Champion et al. (2011) a best practice to analyze competence information is considering future-oriented job requirements. This practice reflects a feature of competence modeling that complements job analysis. Because of the fact that job analysis measures “what is” and not “what will be” in the future or “what should be” the competences needed in the future should be measured by including future-oriented job requirements in competence modeling.

We conducted future-oriented job-analysis whereby competences are identified through analyzing competence information such as organizational change and organizational development and the new way of working that is expected of experienced by pilots. Thereby competences will be linked to organizational objectives and strategies (Champion et al. 2011). Therefore the approach of competence modeling based on future-oriented requirements may be very helpful to conduct an analysis on strategies to identify the competences (Champion et al. 2011). We used the EFQM model to identify the mission, vision, strategy and goals of the municipality Ooststellingwerf. Based on the outcome of the EFQM model, we conducted a semi-structured interview.

4.6 Gathering data

The research has used a qualitative research method because the change assignment, the changing roles of employees and the competences are trapped in information that is not testable. Depth interviews make it possible to ask further if new information comes to light in order to get a better understanding of the context, organizational change, roles and competences. These interviews constitute a "form of discussion in which a person asks questions about behaviors, views and experiences with regard to certain social phenomena, to one or more others, which mainly relate to giving answers to those questions" (Maso, 1987, P.63). These interviews allow participants to tell their story.

As suggested by Hesse-Biber & Leavy (2006), interviews can be conveyed and a certain perspective will be clarified. A total of 15 semi-structured interviews have been taken. These interviews lasted a minimum of 30 minutes and a maximum of 60 minutes. Interviews were taken with program managers of best practice municipalities. And series of interviews with employees of the municipality of Ooststellingwerf were conducted. During these interviews, respondents responded with new insights which formed the basis for new questions that could be used in the following interviews. For instance,

municipalities were asked to ask questions that could be used to explain the contents by means of examples. This led to a deepening of the subsequent interviews and a better understanding of what the consequences of the introduction of the environmental legislation mean for the development needed in the future situation.

Because this research is focused on the future a methodological problem is that we do not have a model or theory in this research to know which variables we should or may not pursue differently (Swanborn, 1994). The solution of this typical methodological problem lies in a 'bootstrap' approach, starting with weak subjective knowledge, a first attempt; On the basis of that, a next step or step back was taken. In short this research is exploratory, also in the choice of the following units (Swanborn, 1994).

Because we expect that direct questioning what the consequences of the environmental legislation are for the development of behavior, competences and leadership give not the desired outcome, we have used the EFQM model to gather the consequences and competences in a structured way. The EFQM Excellence model is also known as the INK management model. This model is mostly used for organizational developments. The A3 approach is such an application of the EFQM model (Doeleman, 2013). We asked questions about the change that the environmental legislation entails. What is the most important change assignment of the municipality, and how this change assignment can be realized. This followed by questions about what these changes mean for governance, society, employees, citizens, partners. Then, questions are asked about the management of processes, resources, employees, strategy and policy and leadership. The answers to this questions showed what the behaviors of respondents are and give insight into what the behaviors of change are. During the interviews, respondents responded with new insights and formed the basis for new questions. On the basis of the results, the competences can be visualized using literature. A list of competences has been used which includes a description of the content of the competence. Each competence has a title, a general definition, and several measurable or observable performance statements.

4.7 Sample selection

The selection of respondents took into account the condition that employees were taken from all levels of the municipal organization. This is to get as comprehensive an expectation of the changes that the organization needs to undergo and the changing roles in it. Two criteria have been set for the selection of the respondents. Firstly, the respondent must be involved in the environmental legislation and there must be an expectation that his/her current situation will change. Secondly, the employee must have a certain responsibility in the organization, which means that she has also thought about what the change in the future will ask about his or her changing role and behavior and what the consequences of the environmental legislation mean for the development of the necessary competences. The sample contained 15 respondents, the average age was 47, the respondents had 5-25 years working experience at the

municipality. We interviewed an advisor geo-information, policy officer, employee general legal affairs, manager licensing, supervision and enforcement, licensor construction, manager space and society, advisor plan development, hr-advisor, policy officer spatial planning, team leader licensing supervision and enforcement and a jurist licensing, supervision and enforcement.

The best practices municipalities are selected due linear snowball sampling (Cooper & Schindler, 2014), whereby the next best practice was chosen from the data of the first best practice. In the selection of best practice municipalities, it was assumed that the municipality should be approximately the same size and organizational structure as the municipality of Ooststellingwerf and in addition, the best practice must have expatriated with the environmental legislation in the form of an environmental vision or environment plan. Therefore by selection, the environmental plan or environmental visions of the best practices are reviewed. Gemeente Ooststellingwerf, Oldenzaal, Ommen and Uden are medium-sized municipalities, the municipality of Boekel is a small municipality. All of them have a hierarchical and bureaucratic organizational structure. Despite the fact that the municipality of Boekel is a small municipality, it has involved in this study because Boekel is a municipality that had much experimented with the environmental legislation and therefore could have important information.

The respondents of the best practice municipality where required to demonstrate their experience with activities related to the environmental legislation and, in particular, to tell them about the changing roles of employees of the municipality in question. They must therefore occupy a role in the municipality with regard to the behavior of employees. We interviewed two project managers environmental legislation, an ex-alderman, and a HR manager. The average age of this group was 47. These respondents have 3-14 years working experience at municipalities. The respondents are mentioned in the appendix.

4.8 Analysis

At first, we tried to encode the interviews on the basis of a theoretical framework and a list of behaviors and competences. This implies that specific elements in the interviews were assigned a code belonging to competences and determined whether certain codes are interconnected and whether there is a possible pattern within the code itself. The coding was done by four people who have encoded each interview. The different encodings initially matched by the fact that many pronouncements were linked to the same behaviors and competences. However, the inter-rater reliability between the four encoders was too low due to the fact that different interpretations were given to texts and statements. The results of the encodings were too general and less specific. The application of codes did not produce a clear result and could be a risk to the quality of the findings. It reduced the reliability. Therefore is chosen by continuing with writing summaries. The interviews were fully transcribed and then analyzed. The contents of the summaries were determined by the amount of referencing words through the various respondents.

By the analysis of the summarized interviews we analyzed on patterns and recurring themes. As noted in the theory of Boeije, a constant comparison took place, with data collection and data analysis being interchanged (2014, p.108).

The summary reports are structured per research question. This is done to ensure that as much relevant information as possible is being processed in the research. During transcribing and summarizing, relationships have been formulated from which conclusions are drawn.

4.9 Generalizability and reliability

A qualitative case study is known for the limited possibility of generalization. The limited number of respondents and the gathering of context-based data from the in-depth interviews limits the possibility of generalization over comparable cases. Considering this limitation, it can be said that, to some extent, the outcomes of this study can be generalized. The working environment of civil servants in the Netherlands with the same organizational structure and size is bounded to the same environmental legislation, which allows for generalization to a large extent, external circumstances such as political color or diversity of citizens may cause differences.

Although the above-mentioned possibility of generalization is present, this does not constitute the purpose of this research. The emphasis was on discovering patterns and recurring themes to expose and understand the change assignment of the municipalities and what consequences the environmental legislation has on the development of competences.

A weakness of a qualitative case study is the degree of independence of the researcher. During the data collection and analysis, the subjectivity of the researcher can play a role. To allow this subjectivity to be of limited influence. In order to increase the reliability of the research and to make the results of the investigations verifiable and insightful, all interviews have been recorded.

5. Results

In this chapter the results of the study are described. First, the current situation of the best practices and the case Ooststellingwerf are described to get an insight in the current stage of change and the extent to which the municipalities in this study are working with the environmental legislation. After that, the results of the research questions are described per best practice and Ooststellingwerf.

5.1 Current situation best practices and case Ooststellingwerf

5.1.1 Oldenzaal

The municipality of Oldenzaal has written a structural vision that is in agreement with the environmental vision. The structural vision describes the roles of civil servants, such as the environmental legislation of the future organization. It concerns organic development with a flexible implementation based on initiatives from the market. Municipality Oldenzaal is now investigating how to translate the translation into working methods. Oldenzaal is in the second phase of the change process and involve people in the process and communicate intensively. Oldenzaal is redesigning its internal processes and getting started in workgroups and investigating how to anticipate on the initiatives of citizens. The municipality of Oldenzaal is investigating how to achieve co-creation and co-realization in the further elaboration of the structural vision. The changing role is not just the public affair, it also expects another mindset of citizens. The municipality of Oldenzaal describes in the structural vision that, in the present spirit of time, it no longer fits to address a steering and active role in spatial development. The steering vision is a means of inventing needs. The municipality of Oldenzaal wants to differentiate in role and responsibility. From active, participating, waiting to slow down. The role of the municipality has been released. Developments and initiatives that contradict the ambition of the structural vision are not shared by the municipality.

The further establishment of the project consists of a project group which serves as the umbrella organ. The working groups below are working with the instruments of the environmental legislation are integrated with each other; 'Environmental vision', 'environmental plan' and 'environmental license'. In addition to these processes, the working groups 'behavior' and 'digitization' are important for working with the three instruments and therefore the Environment legislation (Boers, 2016).

5.1.2 Ommen

In 2011, Ommen Municipality took the initiative to make a structural vision in a new form. The municipality has drafted an environmental vision as a pilot for the environmental legislation as the first municipality in the Netherlands. The management philosophy of this environmental vision is that the municipality becomes less developer and more network director, seeks cooperation and offers - within frameworks - flexible development space for initiatives. Its plan is integral (all policy areas) and does not

have a plan map. The municipality of Ommen has experienced that largely releasing sectoral policies calls for a fundamentally different mindset. The starting point of these environmental visions is environmental quality, sustainability and sustainability supported by 4 p's: people, prosperity, planet and process. The organization of the Ommen municipality with the new ambient vision is oriented outwards and moves more outwards. Nowadays, Ommen anchors the changes into the culture and develops ways to sustain the change. Ommen is in phase of change.

5.1.3 Uden

The municipality of Uden has drawn up an environmental vision and has experimented with a pilot. Uden is in the second phase of the change process, it involves municipal actors and citizens in processes and empower action. For the new environmental vision, the municipality has translated the ideas with residents into a policy framework. Three hundred inhabitants from Uden have thought about 400 ideas. The result is to improve walking and cycling friendliness into an energy-neutral Uden and a library in the form of a learning library. These ideas have formed input for the municipality of Uden for the new environmental vision. The new environmental vision calls for a different way of working. The municipality intends to be less appraisal and will go to the front of the initiative plan to see how initiatives can contribute best to the common goals. But also to look for solutions as legal frameworks seem to be an obstacle at first. For this purpose, the municipality of Uden has drawn up rules in the environmental plan.

5.1.4 Boekel

The municipality of Boekel is in the third stage (refreeze) of Lewin's change process. Municipality Boekel is already fully working according to the environmental legislation. Boekel has worked with a pilot and environmental vision. The hierarchical organization has been changed to a decentralized organization. It has been largely deregulated its department and internal processes as a result of the implementation of the WABO in 2010 and has few specialists and many generalists, which can easily switch from one topic today another topic if the community asks for it. The first developments for Boekel in its change assignment was to give freedom and confidence to its employees. Nowadays they work fully in the spirit of the environmental legislation and anchor the changes into the culture. The point of departure of the environmental legislation is that everything is allowed except what is forbidden. The municipality is known for its Ecodorp, an initiative of a group of citizens who are seen as "banners of new reality".

5.1.5 Ooststellingwerf

The municipality of Ooststellingwerf is in the first phase of (unfreeze) of Lewin's change model. It determines what needs to change, and creates the need for change. Ooststellingwerf has started writing

and designing the environmental vision and the environment plan. The municipality of Ooststellingwerf wants to introduce the task-oriented work in the organization. This means that they want to collaborate temporarily for employees to achieve the goals. The change in culture that causes environmental legislation calls for a change in behavior from the employees in Ooststellingwerf. But also for residents and initiators. Within Ooststellingwerf is the intention to change work processes and to work together with organization. The aim of Ooststellingwerf is that the employees of the municipality are equipped to work with the Environmental legislation. They possess the competences that are necessary to work flexibly, facilitating and issue-oriented in practice.

5.2. Research question 1. What are the main change assignments at the municipality level due the implementation of the environmental legislation?

5.2.1 Oldenzaal

The municipality of Oldenzaal has written a new structural vision. This is the forerunner of the future environmental vision. The major change assignment for the municipality of Oldenzaal is that current methods and roles must be connected to the new vision of the municipality. Another major change assignment is to change the way civil servants think and work, they have to broaden their view about work, and the board and the college must develop a different behavior.

5.2.2 Ommen

The change assignments of the municipality of Ommen is that civil servants must go out of their comfort zone at both the administrative and the civil servant level. In the old situation, the municipality worked on a plan or vision. This was recorded for 10 years and was aimed at testing of plans. This has created a very safe work environment for the civil servants. The assignment now for the municipality of Ommen is to change behavior of civil servants and how to achieve the objectives of the new vision and purpose of the municipality.

5.2.3 Uden

The respondent from the municipality of Uden mainly indicates that a major change assignment is in the changing behavior of the civil servants within the municipal organization. Due to the space that develops, Uden mainly wants to stimulate the front of the process, centralize the wishes of the citizens and work in project groups. This in particular requires a change of behavior, another assignment lies in the change organizational structure. Municipality Uden asks from civil servants to act proactively on the wishes and needs and to anticipate on the initiatives and the expected changes that are going to come from society.

5.2.4 Boekel

Boekel is the municipality in the Netherlands which is far ahead of working with the environmental legislation. The municipality of Boekel has already been largely deregulated. Many specialists are disappeared for generalists. Nowadays, a major assignment still lies in the change of traditional thinking. Boekel wants the employees to work fully in the spirit of the environmental legislation. This means that the wishes of citizens are fully centralized. Next to that, Boekel will do everything possible to realize initiatives. Especially when it comes to initiatives that pursue sustainability. Boekel has experimented with an ecodorp. Another important assignment for Boekel is that the disappearance of the assessment framework required to carry out risk analysis to minimize risks of undesirable initiatives.

5.2.5 Ooststellingwerf

The introduction of the environmental legislation will have major impact on the municipal organization of Ooststellingwerf. The municipal organization must change and the change process will be driven by the external initiative (outside-in) and from the vision (inside-out). Organizationally, the current organization will change from a top-down approach towards an organization that formulates its own vision and framework and create space to citizens to take initiatives. Citizens must take responsibility and demonstrate and substantiate their initiatives. They must develop a clear vision about the initiative. The extent to which citizens can take initiatives will be limited by the content of the environmental plan. Ooststellingwerf wants to prepare and create the content of the environmental plan careful and on time. Therefore, the behavior of the council must change. They have to take more responsibility, make choices and delegate tasks to the college at the same time from another role. The municipality must be able to respond quickly to developments in society with the new environmental legislation. The application of the environmental legislation ensures that the new situation needs to be anticipated on citizens' initiatives and less supported by rules. For licensing, supervision and enforcement, there is less testing framework available to test the license. The municipality must make it possible to realize the initiative. This requires a change of the current organization and context. In addition to organizational change, the provision of information will undergo a major change. The current systems need to be adapted to register the new way of working and provide citizens information that they can use for the preparation of an initiative. The implementation of the environmental legislation forces municipalities to provide citizens with information on time. This is about big data, geo information and the environmental vision in which the municipality has drawn up the policy framework. The legislation must be clearly translated to citizens. The citizen must have sufficient information to draw up plans for a new initiative. Within the municipality, the way of working largely changes the individual functions. This asks for collaboration between the various civil servants that are currently allocated to the various departments.

Major challenges with the implementation of the environmental legislation

The interviews show that the municipalities are in charge of several major assignments. There are three assignments that were mentioned often by the respondents. Firstly, the ambient vision has to be drawn up and determining of the frameworks. Secondly, the organization structure has to change and a new way of thinking and working needs to be developed. Thirdly, there must be set up a collaboration between civil servants and citizens, whereby the citizens has to take the initiatives, which asks for an integral way of working in the municipal organization and a close connection with society.

1. Think careful and make the right choices

The development of the environmental vision and environment plan is an important task. It is the instrument of assessment for citizens' initiatives. Making the right choices has major implications for future choices that municipalities need to make. The policy must be made integral and fit within the municipality. *A policy area of recreation and nature cannot exclude each other, and that is what happens in the current situation (O3, 2017).* Certain events that have previously taken place in the municipality play a major role in formulating policy on a legal basis. *The municipality has to think carefully about what rules it formulates in the environmental plan, there is a risk that citizens will raise rules up to benefit from it (O8, 2017).*

2. Organizational change

The Environmental legislation calls for a transition from demand-driven / directing to a more facilitating way of working, whereby the initiative comes from society. *The question for municipality Ooststellingwerf is how to facilitate this through a more modest government (O11, 2017).* In order to connect and anticipate the needs of citizens, the internal organization must change. O2 (2017) indicates that there must be a turnaround within the municipality whereby it succeeds in putting employees in a position to learn let them go and accept the new situation and that the municipality encourages that citizens need to take initiatives. *Outside the municipality, citizens must realize that they have to take initiatives by themselves. The municipality must facilitate it (O2, 2017).* In substance, a differentiation must be made within the municipality. *The municipality must create space, and the big question is how they should do that (O1, 2017).* In addition, *at the moment that the environmental legislation is introduced, awareness must be created with employees that the new way of working requires different behavior of the civil servants (O5, 2017).*

3. Collaboration between municipality and citizens

The third issue, which was mentioned, is the collaboration between the municipality and the citizens, whereby the initiative must come from the citizens. This asks from the municipality for an integrated

approach and a different way of working and thinking by focusing on the wishes of the citizen. *This means a change assignment for the mayor, deputies and councilors, which are too used to the hierarchical structure and top-down approach (O3, 2017).* The new situation calls for a collaboration that drives more on the process instead of the content. *The integral approach and the change in the current way of working and thinking is more difficult for many employees than expected (O3, 2017).* Within the municipality, the various civil servants will have to work together. This also requires a change in the current behavior. In addition, there is also a difference in the way of thinking of civil servants. A clear example gives O8 (2017), he indicates that policy officers look primarily at opportunities and options, while jurists are more focused on testing, analysis and control. A disadvantage of the environmental legislation is that if the rules are abolished, the municipality cannot apply these rules to specific situations. *The future of the jurist will be much more different with the coming of the environmental legislation (O8, 2017).*

5.3 Research question 2. What are the main developments of municipalities in the first phases of working with the environmental legislation?

5.3.1 Oldenzaal

The first goal of the municipality of Oldenzaal is to redesign the current working processes and then find the connection with the society outside. Within the municipality of Oldenzaal, employees are encouraged to talk to each other and collaborate. The civil servants within the municipality are actively involved in the process and put into workgroups. The workgroup is integral, which ensures that initiatives are evaluated from different policy fields. With the working group, the municipality of Oldenzaal tries to take the first developments in working with the environmental legislation and tries to bring the rest of the organization into change. The working group is investigating how the municipality of Oldenzaal can anticipate on developments and how external developments should be tailored to the internal organization. The municipality of Oldenzaal tries to stimulate the desired behavior within the organization itself. The civil servants go outside and talk to the citizens to come together to new opportunities. The municipality of Oldenzaal wants to provide space for initiatives that the municipality itself has not considered.

5.3.2 Ommen

Ommen has taken several developments by working in the intention of the environmental legislation. They involve citizens at information meetings. Another example is that the municipality of Ommen gives the citizen the opportunity to design the initiative on behalf of the municipality. The municipality of Ommen mainly puts energy in front of the process. By new initiatives in advance the most appropriate

civil servant will be determined. Initiatives that are difficult to assess on a map will be examined by an civil servant on location of the citizen. The civil servants are conducting the negotiations at the citizen's home. The civil servant negotiates with the citizen about the initiative and discusses the vision and initiative of the citizen.

5.3.3 Uden

The municipality of Uden has set up a collaboration between different civil servants of different departments within the municipality. The municipality of Uden attempts to connect the social domain with the spatial domain so that information exchange takes place and the gained knowledge from the social domain can be used for the change assignment at the spatial domain. Project groups have been set up for the various initiatives. The project group consists of ambassadors in the field of vision, environment and licensing services and ICT. The group is run by the mayor, deputies and councilors. A separate project group has also been set up that acts as a motivator for the process. This project group includes employees in the field of communication, social domain, strategic, geo information and contains an information provider. Per initiative, it is determined whether it can be carried out by a project group and which civil servant will perform the plan. Within the organization, meetings are organized to share knowledge and experiences. The motivator team encourages change by connecting employees and conducting controls on the undertaken initiatives. Employees have been assessed to outsource them to different projects. By reflecting behavior on other employees, the municipality of Uden wants to bring the rest of the organization along with the change. Uden municipality encourages staff by giving them space. In order to improve and speed up decision-making, the council is involved in projects.

5.3.4 Boekel

Boekel is the first municipality in the Netherlands that has abolished the aesthetics-committee. Aesthetics free wants to say that initiatives are without being tested for the wellness report and without consulting the aesthetic committee. In areas of aesthetics, no requirements may be made on the appearance of buildings. Often, this is about industrial sites, caravan parks, recreational parks or areas where the city council does not consider the appearance as important.

Boekel has released traditional thinking. In 2013, a policy was developed for Boekel's outdoor area, which states that, in principle, everything is possible when it comes to reuse of an agricultural site. The municipality conducts control over it. An initiator who wants to realize a plan must provide a return that benefits society and supports a municipality's goal. Agrarians can reassess their policies to other companies. Citizens can expand their homes in exchange for nature development. The policy of the municipality of Boekel aimed at the needs of the citizens. The environmental plan is still under development. Boekel organizes citizen participation and meetings. Development policy has been achieved

through a social process, with workshops being organized with real estate agents and associations. The employees within the municipality of Boekel are in charge of establishing the products of the initiator in collaboration with external parties. The municipality of Boekel works with generalists who can work both at the policy level and at the executive level and can easily switch between the different domains when necessary. Specialist knowledge is hired by the municipality in partnerships with construction companies and architects.

The municipality of Boekel attempts to simplify the regulations required for activities as much as possible. The decision-making process for a license is therefore accelerated by the fact that decisions on legal requirements have been outsourced to private entrepreneurs. For example, the municipality of Boekel greatly simplified the licensing process. A citizen who submits an initiative in the morning will receive his license on afternoon.

5.3.5 What are the developments of Ooststellingwerf in the change assignment?

Determining the level of ambition

The municipality of Ooststellingwerf wants to draw a clear vision that is suitable to everyone in the municipality. *To this end, the level of ambition and the framework must determine the extent to which the municipality participates in initiatives of citizens (O1, 2017).*

Making choices about the content of the environmental vision and plan

The respondents from the municipality of Ooststellingwerf indicate that it is important that the right choices are made. *Because of the fact that the current testing instrument will disappear, the municipality must make correct choices to anticipate on citizens' initiatives (O2, 2017).* The regulations that must come into the environmental plan must create space but also guiding. The respondents indicate that in developing the plan, *the municipality must make a good assessment of the overall physical environment (O9, 2017). It is a fact that in future citizens will come up with initiatives that do not fit the environment plan (O8, 2017). Municipalities run the risk that if they do not properly regulate the policy, civil servants cannot find it (O3, 2017).*

Start conversations and involve employees and citizens in the change

The municipality wants to prepare well for the implementation of the environmental legislation by communicating with the citizens and taking them about the upcoming change. *This is important so that the citizens in the new situation know what is expected of them and the civil servants get an idea of what is expected of them (O2, 2017).* Also in the town hall, there must be invested in the change process. *The board must delegate tasks to the college so that the college can act independently (O6, 2017).*

The municipality must connect with citizens and the local environment and gather information about the interests of the future generation of citizens. Another respondent indicates that civil servants must work together and have to converse about the change. *Information exchange will play an important role (O6, 2017)*. In addition, collaboration within and outside the municipality is important for respondents. O8 (2017) indicates that policy-makers and jurists must involve each other in the process.

5.4 Research question 3. What is the change of current roles and behavior of the involved municipal actors during the implementation of the new environmental legislation?

5.4.1 Oldenzaal

Within the municipality of Oldenzaal the change assignment of the current roles and behavior is big. For example, Oldenzaal wants respond quickly to an application and are self-sufficient. This asks from the board, the college and the council to make themselves more responsible, less bureaucratic and that they more often talk with the citizens. In addition, it is important that they judge the initiatives with a broader view and vision.

The implementation of the environmental legislation asks for generalists and process directors who will guide worksessions and manage the process of the initiative. The process directors investigate the possibilities for realizing initiatives. The municipality wants to give citizens freedom and study how much space can be given. This process requires civil servants to be able to scan properly and able to balance the possibilities.

There is need for civil servants that can assess both the content as well as managing the processes. They must be human-oriented while translating the content of the specialists. This requires analytical ability and creativity, but they must also be communicative, flexible and generalistic.

From rules to intentions

In the current situation, the work process is aimed at testing standards. The implementation of the environmental legislation changes this method through the bundling of rules. The old way of working changes from testing from rules to the intent of the law. Licensors must think in objectives. A turnaround must take place in the way of thinking and working with the current civil servants. The organization will be shifted with employee specializations and staff will be trained to see the broader perspective. The municipality must encourage this and employees must be able to support each other. It is important that civil servants know what the municipality can offer citizens and communicate correctly with the initiator.

Future situation

The role of the civil servants changes. The municipality will have an increasing need for generalists who are widely deployed. In the municipal organization there must be coordination between civil servants from different sectors. Civil servants need to be more active and to look over their own policies. When writing policies, civil servants need to be involved who get information from practice. When a license is rejected, civil servants must return the signals they pick up to the policy makers. For the collaboration between policy staff and jurists, it is important that they bring understanding for each other's position and keep the bigger goal in mind. Civil servants should carry out the issues together. The municipality has to bring the environment into its plans, otherwise it loses its support. The employees at the municipality must think environmentally. Identifying interfaces of initiatives needs to be more communicated.

5.4.2 Ommen

The change of the municipal organization of Ommen demands a different role and behavior of the employees in two perspectives. The first perspective is that decentralization of rules ensures space and initiatives will be treated differently. Therefore civil servants have to work in project teams. The second perspective is that civil servants are more committed to supporting projects, retrieving information and communicating with citizens about initiatives. The roles of civil servants within the municipality of Ommen are changing. Civil servants have to go out of their comfort zone and have to go more outside in society. Both administrative and official and it is not self-evident that this will happen.

Working with the environmental legislation asks not to look what is impossible, but to look to the vision, the underlying thought and opportunities to realize. It is important that initiatives are properly assessed so that as many initiatives as possible can be realized. Important is the process between civil servants and citizens. In the old situation everything was settled in the town hall. Ommen encourages civil servants to assess cases on site and conduct negotiations with the citizens at home. Civil servants should be out of the role of testing, and next to that a map provides for psychological biases in the negotiation process. Civil servants should listen to the vision and the idea of the citizen about the initiative. The process of negotiation must create a dialogue between citizens and civil servants. Competences that are important in the process of negotiation are listening, intuition, empathic ability, sensitivity and communication techniques.

The process of negotiation and decision making is changing

And I'm sure if we put the card on the table and the citizen had said: I'd like to build it on that place. Then, everybody had said, this is not possible! (B2, municipality Ommen).

During the process of negotiation a civil servant must often consider. Initiators do not always have the necessary knowledge. In the process of negotiation, proactive questions about missing parts or problems are important. This creates an opening for civil servants to think for a solution. This requires the ability to be critical, questioning, proactive and creative. When a conversation with the initiator is taking place, it is important that the officer further questions the underlying reason for the initiative. When the underlying problem becomes clear, a solution can be found in a simpler way.

The municipality must be able to provide advice at the time the citizen asks for it. The civil servant must be able to talk with the citizen about the possibilities and possibly refer to a partner who specializes in areas. The municipality must communicate how it wants to help and support citizens in plans.

Jurists and policy staff should work more intensively together. Decisions on initiatives must be established in consultation. This requires the process to know what a colleague needs to make the process of the initiative successful. Tasks that are not in one's portfolio must be distributed. Civil servants will have to invent initiatives on the front. One civil servant has an different view on certain subjects than the other civil servant. It is important to find each other and come closer in the process.

The challenge of the environmental legislation is that civil servants also recognize that in certain cases a different solution can be developed. Civil servants are context sensitive. Civil servants show different behavior outside the town hall and vice versa. The overlap in this behavior must be reduced. The civil servant must be flexible and open towards both colleagues and citizens. They must show congruent behavior and put their egos aside.

5.4.3 Uden

The role of the jurist is going to change. The jurist will become a process director in the future. In the current situation, jurists are reviewing standards and frameworks. With the environmental legislation, jurists will have to search for boundaries and, in certain cases, have to overcome them by providing creative solutions to opportunities. Jurists will have to come out of their comfort zone and, in certain cases, have to lead jurisprudence so that certain plans can be realized. This requires careful preparation, creativity and ability to develop solutions for certain situations. There are many jurists who cannot perform these tasks in the future. A large part of the work of the supervisors will soon be put on the

market and no longer carried out by the municipality. The passion of the occupation that the civil servant disappears at the time.

Let there arise jurisprudence that it becomes possible (B3, 2017).

A different view on situations, a change in behavior

The respondent notes that during the pilot many civil servants remained in their old role. Civil servants should review and evaluate situations and facilitate initiatives and direct processes. Civil servants must realize that citizens take initiatives that contribute to society. Even mayors and aldermans will have to change behaviors. They must respond flexibly to questions from society. They represent society. It asks for other views of them. Mayors and aldermans have to set aside their egos and work in the spirit of the environmental legislation.

Civil servants must be able to listen well and act proactively. Civil servants should anticipate opportunities and act vulnerable. The behavior towards the citizens is that the civil servant takes the citizen seriously and sees it as a full-fledged partner. Civil servants need to connect with society and make part of it. This requires looking at the developments of society and innovative behavior. The current civil servants are not good at that. The civil servant must be alert on what's happening around him, think creatively and innovatively, but also take proactive behavior and get information from the citizens.

Civil servants must show congruent behavior. This is a difficult subject, nowadays there is another group of civil servants who almost never go outside. They need to become more aware of their own behavior and reflect on it.

5.4.4 Boekel

The organization of the municipality of Boekel has been largely deregulated. Specialists have taken place for generalists. The municipality of Boekel wants to be able to adapt flexibly to changing society. Because society is constantly moving, the municipality wants to organize services flexibly. Therefore Boekel works with generalists; Employees who, both at policy and at administrative level, deepen today in one topic, and easily switch to another topic, when the community asks for it. Individuals who make their own headlines are self-governing. Boekel hires specialist knowledge in partnerships or market parties. Boekel expects from its employees that they manage the products of these external parties. Civil servants need to think more about the objectives and keep the vision in their minds. There will be more civil servants needed in front of licensing. In addition, initiatives will be conducted with the citizen at home. In the conversations there will be negotiated on citizens' initiative and the contribution that the citizen must provide for supporting the social interest. This requires competences that the civil servant is responsible for communicative techniques, steadfastness and choices. On the other hand, they must also

have the courage to say that the initiative must be realized. Next to that, the civil servants have to agree with the board whether the plan may proceed. The political color also influences that. Civil servants must have the courage to accept certain things or not to avoid long discussions about initiatives.

In the legal field, risks must be limited. Safety is important. The environmental legislation makes testing of conditions difficult because standards are unclear or lacking. There is more room for qualitative considerations. Legally, there are unsustainable formulations. For example, initiators must underline that the initiative does not pose a major risk to public health. The municipality has to let go of it and focus on the purpose of the municipality. There is not yet anyone in this area. Security often comes into question. Now, for each initiative, a separate review tool has to be made because the initiator with the external party determines the standards. That is difficult to judge in the legal area.

Jurists will have to see if the motivation for deviating a particular rule is sufficient in court. A governing body may take the decision, providing that it is motivated. There is a risk that the jurist can motivate everything, but there are other rules that set up a norm above the standard. The environmental legislation aims at the motivation principle. The natural response of civil servants is to take the role of testing. In the situation with the environmental legislation, a civil servant must be able to quickly switch between the various parts of the process and enable the relevant civil servant of a part. civil servants are operating too much in their own area.

5.4.5 Ooststellingwerf

The board will have to let go and embrace the initiatives that come. That can be done in two ways. *The first one is to be taken prematurely in decisions whether, the second option is to provide a mandate for approval (O5, 2017).* Also, *the board will have to take responsibility and make choices and at the same time delegate much to the college from another role (O1, 2017).* The board should facilitate more than initiate, they will need to get information from what people want now. In addition, it will have to learn about custom solutions. The board will have to become more involved in the case experiments that are already be conducted to create an expectation for themselves for what is expected of them in the future. In the current situation, the municipality is in control by the council in society. In the new situation, a civil servant must be able to explain to the initiator why to choose a particular choice.

It is important to argue your choices (O2, 2017). If a manager shows that he is not afraid to work with tailor made solutions, he will get an organization that dares it earlier. An civil servant wants to be covered by a manager. If this is not the case then he does not feel safe and he will not move so fast to apply a solution. *It is important that a director is approachable, he must already be vulnerable and listen to what is asked of him (O2, 2017).* Competences mentioned for the board are omitting, embracing, explaining choices, being approachable, be vulnerable and listening.

The municipality must create awareness of the citizens that it is there for the future generation too. The municipality must collect information about the interests. *This asks to look further than own perspective (O11, 2017)*. The municipality will have to look for the new way of working and thinking. It is important that mistakes can be made in the different processes. Especially when it comes to dealing with space for initiatives. *When an civil servant searches for space and makes mistakes, it requires acceptance (O11, 2017)*.

In future, civil servants will have more space to handle initiatives. O2 (2017) indicates that civil servants should learn to deal with space. This requires flexibility as well as feeling for administrative relationships and sensitivity. Civil servants should consider how the board and council think about a particular initiative. *A civil servant must understand what the council and the college want and can translate for themselves and the initiator into practice (O11, 2017)*. In carrying out initiatives, the civil servant must be able to network and also be able to send the initiator back when it is wise to organize support for his initiative and defending its plan. *This prevents enforcers from being deployed in neighboring ruins. The role of the civil servant is also mediator (O11, 2017)*. Civil servants who adhere to the classic working method will notice that frameworks are gone and that there is an uncertain phase that demands them to be much more creative than they need to be now. *Some employees will not accept the new methods soon. The one is more creative than the other. One civil servant will be in trouble in the future when he talks about initiatives (O2, 2017)*.

For the licensing staff and enforcement team, the rules and organizational structure change in the destination plans. In view of the future situation, civil servants will have to learn a lot. They must be customer oriented and look into the underlying thoughts of the initiator, to the possibilities and to think with the customer. For the process of negotiation, this means that more space is available. It is possible that it becomes easier for both parties. *Civil servants must be clear to the customer about what is possible with the initiative. This asks for clear boundaries (O7, 2017)*.

Civil servants go from testing to collaborating for solutions. *The behavior of the civil servant asks for implementing the initiative as soon as possible within the framework of the environmental legislation. This requires co-thinking, collaboration and creativity (O1, 2017)*. O9 (2017) adds that when citizens are centralized, civil servants should be able to listen and separate their heads and causes. There is a high level of knowledge required. Civil servants need to be able to connect because there are several disciplines that deal with each other, bringing him into contact with different people. The civil servant becomes a case manager and acts as a contact point and puts the processes within the municipality into work. Processes must all be connected.

Other behaviors are required from civil servants. They need to understand the process and what has changed in relation to the old situation. They will find that they need to be flexible and that they have to participate in the change in order to function properly. *The change of the civil servant demands flexibility, sensitivity and learning, especially the ability to continue develop (O5, 2017)*.

O3 (2017) adds that civil servants gonna be conducting other conversations. They must be able to judge the initiative and engage with the citizen on what exactly the purpose of the initiative is. This asks the civil servant that he is in dialogue. Nothing is fixed. This asks from the civil servants that they are able to handle the conversation and that they get the right information in the conversations. When no decision can be taken, mediation must be applied.

For municipal jurists, there is a lot of change (O8, 2017). The work becomes more complicated and requires careful preparation. It will be a difficult task to involve all stakeholders in decision making. If the assessment framework disappears, jurists should have another instrument to make a careful balance of interests. The question is how jurists should negotiate. For jurists, there will be more preparation time in files he becomes process director, and more communication will be made. Jurists must hire policy capacity to determine which choices are made on policy.

5.5 Research question 4. What changes are required in the behaviors of policy makers, jurists, licensors and managers in order to realize better collaboration between the municipality and citizens with regard to the new environmental legislation?

5.5.1 Oldenzaal

The municipality of oldenzaal has set up a working group to gather initiatives. In this workgroup are civil servants and employees involved that carry out tasks in the physical environment. Citizens have the opportunity to take initiatives. There is a difference in the cohesion between the citizens in the different neighborhoods. The municipality tries to facilitate collaboration. The group of citizens that collaborates is looking by themselves for possibilities to realize initiatives. The municipality facilitates by checking, for example, norms. The municipality must learn and guide while being vigilant on demands in this process. This must be tailored between the group of initiators and parties. The role of facilitator means for civil servants that they should let go and guide and intervene only where necessary. Partners must be used to get in touch to work towards implementing initiatives. Entrepreneurs and residents will work together to improve their environment. It is important that the initiator must be heard by the municipality. The municipality must be effective. They have to let go and give confidence that citizens and entrepreneurs can realize initiatives themselves. The municipality must clearly state boundaries about where freedom and fulfillment are. Citizens must be treated as an equal partner. That means for the municipality that they must be in a governmental and civil servant position at the same level.

5.5.2 Ommen

The citizens must go to the municipality with the initiative in consultation with the neighbors. The municipality must point out to the citizens before giving permission for their support in the neighborhood.

The citizen must demonstrate that, in order to control the initiative, a steering vision has been developed. At the time when technically something is not allowed the citizen must meet a number of conditions. The municipality has released much and gives control at the front of the process. The back of the process costs more time and money. The municipality must take its role and advise citizens and assist in the process of realizing the initiative. The advice of the respondent is to employ a neutral adviser in consultation with citizens to prevent friendship politics. The first step that the municipalities have to put is that they have to practice. Citizens must realize whether their plan is feasible and the civil servants need expertise. Within the municipality an account manager must be employed to give advice. Civil servants are only afraid because they do not want to make any commitments. In advance, a civil servant must make good arrangements regarding the negotiation. They do not have to know all the ins and outs of the law they must be able to communicate, listen, and ask. They must be able to translate it within their own organization.

5.5.3 Uden

The municipality addresses the needs and initiatives of citizens. It wants to involve citizens more in order to prove that the pilot has shown that citizens provide useful input. For certain initiatives, the municipality wants to organize meetings in order to improve the connection between civil servants with the citizens. civil servants must connect themselves in their own environment. This gives them a form of sense of reality and, in doing so, they make sure that they are feeling with society and they become more aware of the citizens. civil servants should involve citizens in meetings on projects. The wish of the municipality of Uden is that citizens start to think at an early age about initiatives.

5.5.4 Boekel

The municipality of Boekel wants to organize participation activities to involve citizens. The respondent state that there are two different types of citizens. The first one is someone who are innovative and develop plans and seriously get started and accept the civil servant's advice. The second type are citizens who have negative opinions about participation. The municipality of Boekel focuses mainly on citizens who are positive and open minded about the change. At the time of the environmental plan, civil servants are going to advise advisors to disseminate knowledge. When it comes to collaboration with partners, the municipality of Boekel works only with the initiators. The municipality has no influence on the content of the process. This has been outsourced to the private market. The main principle in this process is that the municipality of Boekel gives the citizens the full initiative and confidence to initiate initiatives together with other parties. There are risks here but the disadvantage is:

Otherwise you have to regulate it all back (B4, 2017)

Another disadvantage mentioned is that in future, citizens will complain that one initiative is well-honored and the other initiative is not. These risks must be known to municipalities. The municipality is supposed to motivate why something is allowed and why the municipality collaborates. It must lead to the purpose and plan of the municipality.

5.5.5 Ooststellingwerf

To seal the gap between the government and the citizen, the bridge must be struck by both sides. The civil servants are also all citizens. *As a citizen, you also expect different behavior from an officer I encounter on the other side of the counter (O11, 2017)*. Collaboration between the municipality and the citizens will have to come from both sides. On the one hand, bottom-up in which the municipality anticipates citizens' initiatives. On the other hand, top-down from the environmental plan that the municipality has drawn up for the citizens. As a result, the citizens must take initiatives and lean on the government. Citizens will now have to think about what they want with the municipality and this requires an active role in society. Also, at some point, if they cannot go through a plan, they will be looking for a solution. They can also turn on the help of the municipality. *The citizens themselves must be able to prove that they comply with the norm (O2, 2017)*. This means that the citizen has to think about the aspects that has consequences for the neighbors and that must therefore take part in a consultation. In addition, the promoter must turn on agencies or companies that support him in the initiative.

The municipality gets fewer tasks in the package when it comes to, for example, building plans. The citizen is talking to partners in the construction sector, such as housing corporations. This is called tailor made. The municipality must meet the citizens and change the ideas. So, the question is how consistent a civil servant is in certain situations that can give tensions with customization and flexibility. *For the municipality, the search for flexibility, customization and consistency and equality is applied in the right way (O9, 2017)*. The partners get more influence on the front, they are expected to present what they want from reactive to active. *Those parties are somewhat more obvious, which parties already have a specific idea about an initiative. They should be able to collaborate with each other (O3, 2017)*.

When there is a plan and all parties want to collaborate, a win-win situation is created for both society and municipality (O1, 2017). Everyone in society must be mature enough to realize this. The civil servant must look at whether the initiative fits the environmental plan. The moment when the initiator calls on the municipality with incorrect initiatives, this must be terminated. The civil servant must be able to stand strong in order to sell no. Substantiation of initiatives is important also, civil servants will have to be able to appeal to the person for the wrong purpose. In order to get more grip on citizens' initiatives, the municipality will have to involve the citizen adequately in the progress of their plans. *Closer contact with the citizen creates more openness and understanding (O6, 2017)*. Looking at performance indicators

means that both citizens and civil servants must understand the position and responsibility of each other. The civil servants must be able to take on the freedom when space is created. *When we are not able to do that, we do not get the society we deserve (OII, 2017).*

This asks for listening, summarizing and questioning, psychological insight, empathy, intuition, vulnerability, stability, stand firm and able to express your opinion. Able to move along. Being able to adjust your opinion and do not grab back on words.

5.6 Research question 5. What leadership behaviors are required (from managers to civil servants in the workplace) to manage new the processes of the environmental legislation successfully?

5.6.1 Oldenzaal

B1 (2017) recommends that everybody must respect each others norms and values. Everyone has qualities that can show them. In the municipality, openness is very important. Also ask without judging and giving each other space. Communication is very important, but also working together and the sense of togetherness that accompanies it. Everyone within the municipality must be approachable. Colleagues need to help each other.

5.6.2 Ommen

B2 (2017) recommends as an example behavior that civil servants of the municipality must listen and question. An initiative cannot be continued because the civil servant has not listened properly or has requested. It is also important within the organization that employees show example behavior. It asks the civil servants a lot. They must radiate trust, let go, listen, communicate and being transparent. That is the basis. Employees must be trained in it. Employees must mirror each other in behavior and provide suggestions to improve each other.

5.6.3 Uden

B3 (2017) recommends that civil servants should play their own role in the environment. They have to be concerned with society. A civil servant should not expect everything from society. Certain things will not change. Civil servants must connect with society. Civil servants must show congruent behavior. Civil servants must keep the big objective in mind.

5.6.4 Boekel

The respondent of Boekel mentioned that municipal actors must be able to switch between the different processes quickly. Also they have to have insight into their own process which means a change for the process. It is important that the municipality receives information quickly from the initiator and can also make it clear or receive a positive response from the municipality to deal with the behaviors of some citizens.

5.6.5 Ooststellingwerf

The respondents of Ooststellingwerf mentioned different types of leadership behavior. A respondent exemplifies that managers should give the employees the opportunity to handle initiatives in their own way. Civil servants should be open for suggestions, willing to adjust ideas, and ask to think actively. Another respondent (O11, 2017) indicates that there must also be room for mistakes. What respondents were particularly important about was that employees should listen to each other and accept mistakes. They add that it is not bad to make mistakes, but if that happens they must acknowledge and correct them in time. *Mistakes must not be scaled up (O1, 2017)*. As an example behavior, it was mentioned that the person that is responsible for a mistake has to take responsibility for the conversation in vulnerability and trust. The person to whom the mistake must be told must be accessible to the other person. The example behavior that comes with this is that the one who made the mistake has thought about a solution. *Next to that, feedback is important (O5, 2017)*.

When it comes to managers who have a leadership role, an employee indicates that they have to let go of their old role and not to fall back into collateral in the form of rules. A manager should dare to choose for other solutions when something seems impossible. *It is important that a driver who shares considerations for finding a solution with colleagues (O10, 2017)*. In the implementation process, it is important that directors and civil servants show that they like the implementation of the environmental legislation. And that they give each other the trust and freedom to achieve good results. The civil servants must be open to change. It is important that the current executives give confidence to the civil servants and be open and honest about the process. This also means that the process must be facilitated so that it can be addressed. Civil servants also have to go through a training course. The citizen is a customer, and we must be clear in accountability, the council must also be clear.

The role of team leaders changes into the direction of the teams that drive them to be more responsible and to have more coaching leadership instead of steering to grow teams and to work in another team composition. In addition, employees must be able to understand the change and be able to ask the right questions so they can make a contribution without having to run on the process. That is the most important and that is also an example of behavior inside and outside the organization. Collaboration

is important, but also solution-oriented work and environmental awareness. The example behavior must be that every civil servant show serving behavior to make initiatives possible. That means for every civil servant a positive attitude towards citizens and thinking in possibilities instead of problems.

An important example of leadership is that you must be able to empathize with someone. The civil servant is more likely to stand between the people. An civil servant must be able to bind people in a very natural way without any apparent effort. This also depends on the context, but it requires particular competences such as interest and compassion, the human aspect, compliments and confirm that someone is doing well. *People must be accessible (O6, 2017)*. In the field of collaboration, it is important to communicate carefully, to comply with agreements, and that everyone has its own base well in order. For example, the data you create has to be always up to date, complete and reliable, data management. *Data should be well protected (O4, 2017)*.

If you are working well according to your environmental legislation then you must celebrate successes. Types of example behaviors mentioned by a respondent should be that civil servants focuses on the wishes of the initiator. Next to that, they must always be available for discussions to see if a plan is possible. To fit a initiative within the framework of the environmental vision and plan asks for creativity and the possibility to find solutions and solve problems (O3, 2017).

6. Conclusion & Discussion

6.1 Introduction

In this research it is attempted to get insight in what the consequences of the environmental legislation are for the development of behavior, competences and leadership of municipal actors. Five research questions have been drawn up for this purpose. The main conclusions will be discussed below per research question. These conclusions will be linked to the theories discussed earlier in this report. After that an evaluation of this research and practical recommendations will be given.

6.1.1 Research question 1. What are the main change assignments at the municipality level due the implementation of the environmental legislation?

From the results it can be concluded that the implementation of new public policy has a major impact on the organization's structure and behavior of individuals. The statement of Crosby (1996) that different elements of structure and relationships between individuals will be shifted is thereby confirmed.

Working with the environmental legislation asks for different behaviors and way of thinking from the majors, aldermans and civil servants. New organizational behavior must be developed. Municipalities are on the stage of unfreeze and change of Lewin's change process. The existing behaviors have to be unlocked and lifted to another level. From the results can be concluded that municipal actors must leave the comfort zone and orient on the vision and opportunities of their community. They have to operate proactively and anticipate on initiatives and changes in the environment. Specialists take place for generalists and the traditional way of thinking has to change. Therefore new behaviors and competences must be developed to enhance the employability.

Another change assignment is that the current working processes and working roles has to undergo a fundamental change. Crosby (1996) mentioned that governmental organizations generally lack the ability to adapt easily to the tasks that are required by the new policy. This study confirms that municipalities lack the ability to adapt. The current inside out process turns into a outside in process whereby the focus lies on the initiatives of citizens. Municipalities that want to prepare themselves for the implementation of the environmental legislation has to take action in order to anticipate on the initiatives in a correct manner. Therefore, it is unavoidable that municipalities has to change their organizational structure to adapt to the changing community and to fulfil the initiatives in the way that is suitable to the needs and ambitions of locals. The organizational change of this study can be named as transformative (Dunphy & Stace, 1988). The disappearance of the assessment framework requires assessing initiatives in a different way. This asks municipalities to think carefully about choices in developing the content of the environmental vision and plan, a new way of working and to decrease the gap between the municipality

and municipal society. The new work processes and work roles must adapted to the vision and plan of the municipality and meet the customer demand of the citizens.

6.1.2 Research question 2. What are the main developments of municipalities in the first phases of working with the environmental legislation?

This research shows that municipalities have taken several steps in working with the environmental legislation. Firstly, municipalities wants to change their organizational structure to adapt to the changing community and to fulfil their initiatives in the way that is suitable to the needs and ambitions of citizens. The organizational behavior of municipalities will be influenced by environmental factors (Glanz, Lewis, & Rimer, 1990). Often is mentioned that municipality's want to invest in the frontside of the process. Which means that attention is paid to filling in the released space by of the environmental legislation. Municipalities want let the initiatives to the municipal actors and want to give them the opportunity to develop plans by themselves. It can be said that the way in which municipalities work is in line with the self-determination theory of Deci & Ryan (2000). During the experiments there is room for learning and mistakes.

Within the municipal organization current processes will be transferred to adapt on the development of the society. Next to this, working processes that are allocated in sectors are formed into integral processes. Involved municipal actors will be allocated in project teams and self steering teams. Collaborations will be set up between different domains. An important objective is that municipalities want to completely dissolve traditional thinking. In the process generalist become more and more important because they can switch easily, therefore generic competences and occupational expertise becomes more important (Van der heijde et al. 2006). Knowledge of specialist are hired. By experimenting with and working with groups in the spirit of the environmental legislation, local organizations seek to involve the rest of the employees in the process of change. This corresponds with the theory of Clune & Lindquist (1981) who define this process as; to achieve social change through law.

To speed up the decision-making process, municipalities simplifies the regulations for activities and collaborate with external parties. Municipalities considers it important to determine the ambition level of the municipality and to make the right choices about the content of the environmental plan in order to prevent that initiators deal in the wrong way with the released space. In order to connect with the citizens the municipalities wants to enter into a dialogue, establish and cooperate with citizens. This requires development of functional competences (Nordhaug, 1998). They consider important the exchange of information. The municipality wants to know what is happening in the municipality and wants to retrieve information to get insight in the needs of citizens and map the expectations of initiatives so that they can anticipate on.

6.1.3 Research question 3 What is the change of current roles and behavior of the involved actors by the implementation of the new environmental legislation?

The current roles of the actors within the municipality has to change. Therefore from this study it can be concluded that new behaviors and competences must be developed. There is need for both functional and generic competences (Van der Heijde et al. 2006). The preparation of an environmental vision, plan and the fact that the initiative lies with the citizen asks municipalities to properly anticipate citizens' initiatives and questions. A municipality that wants to focus on the citizens' initiative will have to adopt a service-oriented, customer-friendly and open attitude, which must be accessible for citizens so that they can submit and explain their initiative and negotiate possibilities for their realization.

The change assignment for municipal actors is a major challenge for municipalities. At both the administrative and the policy level, the behavior of the civil servants must be in line with the new way of working with the environmental legislation. At the administrative level, it is expected that mayors, deputies should be allowed to decoat and have to leave their comfort zone. The change assignment of jurists is large because a large part of their work disappears. In the future situation, they must look for boundaries and look at possibilities instead of checking standards. Jurists will, by outsourcing their duties to external parties, fulfill the role of process directors, which ask to upgrade their communication techniques. They must retrieve and maintain information on projects for which they themselves have not contributed to the license. Jurists will collaborate more with policy staff. This asks them the ability to support in information, thinking and listening to ideas from policy staff.

Integral work requires civil servants to switch quickly between the different disciplines in the integral process, which asks to develop personal flexibility which is about the degree of flexibility to adapt to changes internal and external (Van der Heijde et al. 2006). Civil servants must learn to handle customized solutions and handle space. This asks from municipalities to develop non-firm specific competences that are applicable to every civil servant (Nordhaug, 1998). In the process of negotiation, they must learn to listen to the vision and ideas of citizens. Civil servants must come up with a solution for the realization of initiatives in consultation with citizens. This calls on the civil servants to step out of the comfort zone to adopt service oriented behaviors and to enter into dialogue with the citizen. In the negotiation process, functional competences (Nordhaug, 1998) such as listening, intuition, empathic ability, sensitivity and communication techniques are important. In addition, the official may, in certain cases, be able to ask, think about, and show flexibility to move with the wishes of the citizen.

Civil servants will go beyond their workplace, this asks to show congruent behavior, which confirms the degree of compromising between the interests of the employee of work as the employee's private interests (Van der Heijde et al. 2006). A frequently heard remark from respondents is that it is important that municipal actors have to set their egos aside. In order to connect with society, every

municipal actors will have to rely on empathetic ability and be vulnerable. Next to that they should also be able to explain why a particular initiative may or may not proceed. This process requires functional competences such as creativity, communication techniques and steadfastness (Nordhaug, 1998). Civil servants must have perseverance to achieve the initiative, they must take risks, let go of the old thinking and act more intuitively. It is important that civil servants keep the big goal in mind and think environmentally oriented. Which means take responsibility collectively (Van der Heijde et al. 2006). Limits between security and freedom for citizens must be monitored by civil servants who, on the one hand, can accommodate opportunities and on the other hand can handle rules. This requires analytical and creative thinking.

6.1.4 Research question 4. What changes are required in the behaviors of policy makers, jurists, licensors and managers in order to realize better collaboration between the municipality and citizens with regard to the new environmental legislation?

The pursuit of more flexibility with environmental legislation gets a different form by creating opportunities to deviate from generally applicable rules. The municipality must be able to cope with tensions between custom and flexibility. Therefore, the development of generic competences becomes important. First, because generic competences focus on the development of participation and optimization which means being prepared for changes in work situations in a personal and creative way and to strive in this way to the best possible job and career outcomes. Second, the degree of flexibility to adapt to change. Third, corporate sense and responsibility and finally, balancing interests work and private (Van der Heijde et al. 2006). In the context of participation and integral work, municipalities must facilitate the collaboration between citizens, partners and civil servants. Municipalities need to let go of the process and guide when necessary and have to collaborate with external parties. Initiators has to seek themselves for opportunities for realization initiatives by collaborating with partners. It is important that the municipality can release this process and rely on the initiators.

It is important that the municipality sets clear limits on the space that is available and checks whether the initiative fits into the environmental plan. Next to that, the municipality must be able to motivate why certain initiatives will be implemented or not. Municipalities should drive citizens to create support for the initiative. Giving freedom requires control at the front of the process. An important step for municipalities is to practice cases with a view to get insight into the process of integral working. Practicing cases might result in self-regulation, which promotes learning, inspiring, integrating and differentiating (Deci & Ryan, 2000). In order to give advice on initiatives, account managers must be deployed. It is important that citizens' needs are collected so that municipalities can anticipate on it on the right time. The progress of processes must be communicated appropriately. Furthermore, civil servants need to become more involved in society. Participation activities can be organized to involve citizens

(Crosby, 1996). However, the involvement and participation of civil servants in education about working with the environmental legislation strongly depends on the degree of motivation. The factors of motivation are; own view of learning, expected benefits of efforts made, self- confidence, and the individual's ability to learn. They are related to social background, educational level and other factors of the civil servants (Colquitt and LePine, 2000).

6.1.5 Research question 5. What leadership behaviors are required (from managers to civil servants in the workplace) to manage new the processes of the environmental legislation successfully?

The new work processes and the other way of working and thinking of employees ask for a different leadership style. The results of this study shows that there is need for transformational (Bass, 1985) and servant leadership (Greenleaf, 2003). By decentralization, the hierarchy of municipal organizations changes. Tasks are delegated from the college and from the initiative of the municipality. Civil servants within the municipality are expected to be able to handle initiatives themselves in working groups. In this transition there is an increasing need for example behavior within the organization of municipalities. The municipalities are undergoing an abrupt change, the old organizational structure disappears, and a new organizational structure comes into place where new production processes will be used. Therefore there is need for transformational leadership behaviors such as charisma, inspiration, intellectual stimulation and individual attention (Warrilow, 2012). In addition, there is a consciousness reversal of people in the organization. Human aspects of behavior become more and more important within the municipal organizations. Respondents in this study asks for an open climate with room for the opportunity for growth and development. Civil servants will have to listen to each other, think about solutions, give feedback and should be open to each other and therefore servant leadership behaviors become important (Greenleaf, 2003).

Theory U is also a suitable leadership style to be able to perform from the whole. With theory U, people are looking at complex issues in a different way. This results in innovative insights and profound changes. Desired behavior in this transition is that employees give openness and space, being approachable, communicating, listening and let go of. Inside the organization there must be room for mistakes, therefore there is need for vulnerability and trust from both managers and civil servants. They must be open to change and release the old way of thinking (Scharmer, 2007).

6.1.6 Main question: What are the consequences of the environmental legislation for the development of behaviors, competences and leadership by civil servants, jurists and managers to work flexible, facilitative and issue-oriented with the new legislation in 2020?

The results of this research cannot be construed as one answer to the question of what the consequences of the environmental legislation are for the development of competences among municipal actors. However, the results of this study show that working with the environmental legislation asks for a fundamental change mainly behavior of municipals and that development of new competences and a different style of leadership are unavoidable. Next to that working with the environmental legislation asks for different processes and changes in the current organizational structure. The different way of working and thinking and transformational change asks for the development of competences of the municipal actors that are deployed to carry out tasks that are related to the environmental legislation.

In general, civil servants must change their current behavior and learn new competences that link to the way of thinking and working with the environmental legislation. Training methods need to be developed to collaborate to require the goals of the municipality and the initiators. Next to that taking risks using intuitive decision making becomes important, developing solutions and crossing boundaries to fulfill the wishes of citizens. In addition, municipal civil servants must learn to listen to others, look beyond their own perspective, create space and self-awareness.

This study has revealed that there are three important processes for which other behavior is expected than in the current situation. Firstly, the process of negotiating asks for other competences. In the process of negotiation, the official must enter into a dialogue and come into agreement about the initiative with the citizens and vice versa. This asks for listening, intuition, empathic ability, sensitivity, stability and communication techniques.

Secondly, there must be cooperation between the different departments within the organization, with the joining of civil servants in project teams, the municipalities are not in the desired situation. Civil servants should develop competences in order to be able to collaborate in these teams. Competences often mentioned where: work towards goals, information and knowledge sharing, co-thinking, flexibility, openness, empathy, intuition and environmentally oriented behavior.

Thirdly, competences must be developed to find the balance between freedom and space and the guidelines set by the government in the environmental plan. By the disappearance of testing instruments and rules, civil servants in this process will have to agree in a different way. The way of decision making will change in integrative decision making which requires competences such as let go off, intuition, sensitivity, empathy, listening, critical, questioning, proactive behavior and creative thinking.

6.2 Discussion

Performing a study of behavior development and leadership in a completely undeveloped area has proved to be more difficult than thought. This, because the research was focuses on a future situation and little or no data was available from reality because there is little experimented with the new legislation. Yet, with the help of different methods, it is attempted to draw a realistic picture. Initially by examining the current state of the four best practice municipalities is and, furthermore, to examine the outcomes with the expectations of the municipality Ooststellingwerf.

The investigation could not be carried out without researching why the implementation of a new law now actually means that municipalities need to change almost forcedly. The problem of this research actually arose from the environmental legislation itself. Municipalities are set in a position to anticipate citizens' initiatives through the deviations and space that the environmental legislation provides. And this is the reason that forces municipalities to change the processes and behavior. Testing standards is no longer possible. The pursuit of more flexibility with environmental legislation gets a different form by creating opportunities to deviate from generally applicable rules. The municipality must be able to cope with tensions between custom and flexibility. The ability to deviate from set standards by means of, for example, flexibility instruments allows for other processes whereby other behavior, competences and leadership behaviors are necessary.

From the research at the four best practice municipalities, many relevant information has emerged in the interviews about the most important processes that each municipality will face in the future. Examples of situations have outlined how much could be said about the requested behavior of the officials in these processes. This information has been found to be very useful in investigating suitable behavior, competences and leadership and conducting research at the municipality of Ooststellingwerf. When investigating the employees' expectations at the Ooststellingwerf municipality, the criteria that employees knew for themselves what would change was important. Of the twelve interviews, there was only one interview without additional input. The eleven others all had a clear expectation pattern about the change assignment. Preparing interviews was a difficult task given the fact that there were little examples of studies in which research is being conducted into expectations. The use of the EFQM model in the preparation of the interview questions took this problem away and was very useful to provide a structured response to the research questions. A disadvantage of exploratory interviews is that there was too much detail on a subject that could not contribute to answer the main and part questions.

By incorporating size and structure of the various best practices municipalities as research criteria has had the advantage that many statements made in the future situation may also apply to the municipality of Ooststellingwerf. Although the purpose of this research was not to generalize, the results can be applied to other municipalities in the Netherlands which have the same organizational structure and size. Nevertheless, it is expected that the extent to which an organization have to develop new

competences and leadership depend heavily on the external environment. The culture, political color and diversity of inhabitants will have a significant influence on the organizational development that the municipalities have to go through and can ask municipalities to conduct individual research into the necessary competence and leadership development. In addition, account must be taken of the fact that each municipality is in a different stage of change, both in terms of structure, but most of all at individual level.

Practical recommendations

In this last section, a number of short recommendations will be made, based on the findings in this study. This research shows that organizational change, another way of thinking and working and dealing with flexibility requires an intensive change process of forty people in terms of behavior and competence development and another way of managing. Municipalities must ensure that they are well prepared for developments associated with the implementation of the environmental legislation. Municipalities can prepare themselves by thinking about methods and techniques that should be used in the negotiation process with citizens, team collaboration, decision-making and dealing with the possibility of deviating from general rules with flexibilisation instruments. In addition, the area for local policy must be properly addressed. This calls for further investigation into the collaborations needed in municipalities between the various civil servants. For the treatment of initiatives, and collaboration in project groups, the optimal composition of these groups must be investigated, therefore further research is needed.

Many officials are still in their old role of writing policies, approving plans, meeting and are working on their own domain and think traditionally. Therefore, further research is needed for methods to bring these officials into change and to let go of the current behavior and the old way of thinking. Next to that, further research is needed in developing environmental vision, communication about the change, creating support within municipalities and which persons are suitable to form a leading coalition.

The municipality may deviate from general rules with the aid of flexibilisation instruments in the future. Further research is needed on how municipalities should deal with the space that arises and how to find the balance between space and guidelines.

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(Kamerstukken II 2013/14, 33962, No. 3, p. 264.)

(Kamerstukken II 2013/14, No. 4, pp. 28-29)

Appendix

A. Interview questions

1. The implementation of the environmental legislation is coming. What is going to change for your expectation?
2. What is the main change assignment for your municipality?
3. How can this be achieved? What are important points of departure for you?
4. When is the implementation of the environmental legislation succeed? In short, when have you been successful?

Then the item was questioned and the following questions were asked:

Council

5. What change assignment can be expected about the council? Which performance indicators give a image of their goals?

Society

6. What change assignment can be expected of society? Which performance indicators give an image for these goals?

Employees

7. What change assignment can be expected of employees? Which performance indicators give an image for these goals?

Citizens

8. What change assignment can be expected of citizens? Which performance indicators give an image for these goals?

Partners

9. What change assignment can be expected of external parties? Which performance indicators give an image for the improvement of collaboration and integrality?

Management of processes

10. The VNG has made an overview of changes in business processes on content and process. Can we walk through these processes and indicate which competences (content and process) can be expected in the future?

Management of resources

11. What do you expect from changes in:

- Financial resources, and what does that mean for the competences?
- The required knowledge / expertise, and what does that mean for the competences?
- The use of (ICT) technology, and what does that mean for the competences?
- Materials and facilities, and what does this mean for the competences?
- Collaboration with third parties, and what does that mean for the competences?

Management of employees

12. What are the consequences of the Environmental legislation for HRM policy?

Strategy and policy

13. What changes do you see in terms of spatial policy, environmental vision and environmental plans, and what does that mean for the development of competences?

Leadership

14. What does the environmental legislation ask for changes in example behavior? Can you sketch this in terms of van to?

B. List of respondents

B. Best practices

1. I. Boers Project manager environmental legislation municipality Oldenzaal
2. I. Lagas Ex-alderman municipality Ommen
3. N. Kalbveesch HR manager municipality Uden
4. A. Hermans Project manager environmental legislation municipality Boekel

O. Municipality Ooststellingwerf

1. R. Brandsma Advisor Geo-information
2. G.J. Warrink Policy Officer / Manager Water Management and Sewage
3. H. Doedens General legal affairs
4. G. Nijholt Manager licensing, supervision and enforcement
5. M. Bijholt Licensor construction
6. M. de Wilde Manager space and society, local secretary
7. H. Jonker Senior advisor plan development
8. H. Kroes HR-advisor
9. T. Wuite Policy officer spatial planning
10. R. Boersma Team leader licensing, supervision and enforcement
11. M.J. Paulusma Jurist licensing, supervision and enforcement

Note: The numbering or order does not match the references in the results chapter. From a privacy point of view, statements cannot be deduced to one person.

On the attached USB stick you can find transcripts and recordings of the interviews