

The meaningfulness of ZSM in Groningen

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Preface

Before you lies the Master Thesis ‘The meaningfulness of ZSM in Groningen’. The research for this thesis has been carried out at ZSM in Groningen. This thesis was written in the context of my graduation for the Master Public Administration at the University of Twente, commissioned by taskforce ZSM. This means that my fantastic time as a student has come to an end.

The research question of this thesis was created in cooperation with my supervisor of the police and my mentors at the university. After doing literature research and collecting data through interviews I was able to answer the research question. During this research my supervisor Johannes Koster and my mentors from the university Dr. A.J.J. Meershoek and Prof. Dr. A. Need were always there for me. They helped me and answered all my questions, so that I could continue with my research. This is also the perfect moment to thank them for their help, feedback, knowledge and support.

I would also like to thank all the employees of ZSM that I saw almost daily at the Rademarkt in Groningen and made me feel very welcome. In particular I would like to thank the twelve respondents who wanted to participate in this research, I could not have done this research without their cooperation.

Last but not least I would like to thank my family and friends for their moral support. I would like to mention a couple of people by name. My sister, Karin, for being the distraction in times I needed it. My boyfriend, Adam, for being the person I could brainstorm with, who could make me laugh when I did not know I could and for always supporting me. My grandfather, Antoon, for always being interested in my research. My mother, Hermien, for always telling me that I could do it and that she believed in me. This leaves me with one person to thank and that is my father, Dick, who is no longer with us. There were moments after he passed away that I really did not know if I would graduate for my Bachelor and Master, but I did. That I graduated is also because of my father’s upbringing. He taught me to never give up and to have discipline. To finish what you start. Now I am finally able to say; “I did it dad!”

I wish you a lot of pleasure while reading this thesis.

E. Zielman

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Abstract

In 2009 the police and the public prosecution decided that something had to be done about the long process times of the settlement of cases of common crime (Salet & Terpstra, 2015). New policies were made. One of the new policies that was made is ZSM. The intention is that ZSM should contribute to a meaningful settlement and prosecution of criminal cases. According to Salet and Terpstra (2017, p. 2) the definition of this meaningful intervention is: “a context- and personally oriented (selective) and where possible a fast intervention, which is carried out carefully”. This decision has to be recognizable, visible and noticeable for the suspect, victim, society and the employee involved in ZSM (Salet & Terpstra, 2017, p. 2). The main research question of this research is: *“To what extent do the properties of sensemaking from Weick influence the perceived meaningfulness of ZSM?”*.

Sensemaking has according to Weick (1995) seven properties that will lead to sensemaking. With the data that was gathered through interviewing twelve employees of ZSM the four sub questions and the main research question were answered. The first sub question is: “To what extent is ZSM perceived as meaningful by the Police, Public Prosecution, SHN, 3RO and Child Protective Services?” The answer on this question is that ZSM in general is rated with a 1,4. The respondents were quite positive of ZSM. The respondents think that ZSM is way better than how it was before ZSM, but some improvements to make ZSM more meaningful can be made.

The second sub question is: “To what extent are the four interventions within ZSM perceived as meaningful by the police, public prosecution, SHN, 3RO and Child Protective Services?” The intervention that is rated as most meaningful is workforce 3RO, with a score of 1,3. The intervention that was rated second most meaningful is making amends, with a score of 1,6. The intervention that comes in third is mediation in criminal law, with a score of 1,7. The intervention that is rated least meaningful is JIB, with a score of 1,9.

The third sub question is: “To what extent are the properties of Weick’s sensemaking theory present at ZSM in Groningen?” From the seven properties two are fully present, one is present and three are not sufficiently present. Sensemaking is grounded in identity construction and sensemaking is focused on and by extracted cues are both fully present at ZSM in Groningen. Sensemaking is enactive of sensible environments is present at ZSM in Groningen. Sensemaking is retrospective, sensemaking is social and sensemaking is ongoing are not sufficiently present at ZSM in Groningen. That sensemaking is retrospective is not sufficiently present is because of the lack of feedback that is given within ZSM. That sensemaking is social is not sufficiently present at ZSM is because the feeling of a joint ZSM team is not present enough among the respondents. That sensemaking is ongoing is not sufficiently present at ZSM is because every individual at ZSM does his or her own thing. They all have their own work processes instead of one joint work process.

The fourth and last sub question is: “Is there a relation between the properties of sensemaking and the perceived meaningfulness?”. The answer on this question is that there is a relationship between the properties of sensemaking and the perceived meaningfulness. There is a direct relationship between the properties sensemaking is grounded in identity construction, sensemaking is retrospective, sensemaking is social and sensemaking is ongoing and the perceived meaningfulness. The other three properties (sensemaking is enactive of sensible environments, sensemaking is focused on and by extracted cues and sensemaking is driven by plausibility rather than accuracy) are present at ZSM Groningen, but these properties are not properties that the respondents are aware of and therefore have not a direct relationship with their perceived meaningfulness. They do have an indirect relationship with the perceived meaningfulness, because without the respondents awareness these properties do influence the perceived meaningfulness.

The answer on the main research question is that all the properties have an influence on the perceived meaningfulness, but sensemaking is retrospective, sensemaking is social and sensemaking is ongoing have the greatest influence on the perceived meaningfulness. There are multiple points of improvements that are part of these properties that would increase the perceived meaningfulness of ZSM a lot. These improvements are discussed in this research.

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1. Introduction

1.1 Background information

In 2009 the police and the public prosecution decided that something had to be done about the long process times of the settlement of cases of common crime (Salet & Terpstra, 2015). One of the initiators was Stoffel Heijnsman, at the time chief of the police region Utrecht and chairman of the board detection of the council of chiefs (Salet & Terpstra, 2015). He was afraid that after the parliamentary committee of inquiry about detection methods led by Van Traa and the commotion in response to the Schiedammer Parkmoord the Netherlands soon would be confronted by a third crisis in investigation (Salet & Terpstra, 2015). The reason for Heijnsman's worries was the low clearing percentage and the low effectiveness of detection (Salet & Terpstra, 2015). New policies were made.

One of the new policies that was made is ZSM, which was introduced in 2011 through six pilots, and is introduced nationwide in 2012 (Salet & Terpstra, 2017). According to Politie (2013) ZSM contributes to a meaningful settlement of cases, meaningful to the victim, suspect and society. The victim must have the feeling that he or she will be helped and that the damaged interests are compensated, important here is good information provision and payment of compensation (Landelijk Programma ZSM, 2013). The suspect quickly knows what will happen and feels that he/she has been punished. ZSM must ensure the prevention of recidivism (Landelijk Programma ZSM, 2013). Society must feel that justice has been done and ZSM must provide a (social) cost reduction (Landelijk Programma ZSM, 2013). The employees of ZSM feel that their work has meaning, the result of their efforts is visible (Landelijk Programma ZSM, 2013).

The ZSM activities are carried out in central work spaces in a ZSM office, which is called a SCC (Selection and Coordination Centre). There are five organizations that work together at ZSM:

1. Public Prosecution
2. Police
3. Three probation services, which will be called 3RO throughout this thesis
4. Victim support, which will be called SHN throughout this thesis
5. Child protective services

Another way an intervention can be meaningful is to put the case in a certain route. ZSM has four intervention routes: mediation in criminal law, JIB (justice in the bus), make amends and workshop 3RO. These four interventions will be investigated in this research. The respondents will be asked to what extent they think these interventions are meaningful. The content of the interventions will be discussed in chapter 2.4.

So, we know that the intention is that ZSM should contribute to a meaningful settlement ("afdoening") and prosecution of criminal cases. According to Salet and Terpstra (2017, p. 2) the definition of this meaningful intervention is: "a context- and person oriented (selective) and where possible a fast intervention, which is carried out carefully". This decision has to be recognizable, visible and noticeable for the suspect, victim, society and the employee involved in ZSM (Salet & Terpstra, 2017, p. 2). They formulated this definition based on descriptions of a meaningful intervention from the policy documents of ZSM (Salet & Terpstra, 2017). Throughout this research I will use this definition of a meaningful intervention. Characteristics of a meaningful intervention are therefore: context oriented, person oriented, selective, fast (where possible), carefully carried out, recognizable, visible and noticeable. When someone is arrested for shoplifting you can give this person a standard dismissal of 220 Euro. When ZSM employees/police basic team (BT) employees have a gut feeling that there is more to it than only this simple crime, they can check this person in the police system or for example the

systems of 3RO or Child Protective Services. This is standard procedure with minors, but not with adults. After checking the person, it is possible that the police system shows that the person has a drug issue, and that this is the underlying problem for the crime he/she has committed. Giving this person a standard dismissal of 220 euro will not resolve the underlying problem of drug addiction. In this case it would be better if the person would receive counselling by addiction care. Being context and personally oriented and offering different solutions than only the standard ones will lead to a meaningful settlement and prosecution of criminal cases.

Being context- and personally oriented and going deeper into the matter (doing more background checks) often means that settling the case will take more time. When you arrest a shoplifter, giving them a standard dismissal will be the fastest solution, but when that person has a drug problem it would be more meaningful that the organizations involved with ZSM will look deeper into this case and provide a more meaningful solution. For example, counselling from addiction care. In the latter case the aim is to solve the problems that are the cause for the criminal behaviour and try to prevent recidivism. This is more meaningful than giving that person a standard dismissal and having to arrest the same person a week later.

Being meaningful is not the only goal of ZSM, speed is another important goal. Going more in depth and being meaningful takes more time than the standard settlement does and therefore there is always some kind of trade-off between speed and meaningfulness. According to Salet and Terpstra (2017) having meaningful interventions gets hard when there is too much emphasis on speed. There has to be time and space at the ZSM-table to pay attention to a case.

In this research the theory of Weick (1995) that is called sensemaking in organizations will be used. Sensemaking is about the ways people generate what they interpret, it is about an activity or a process and about invention (Weick, 1995). Sensemaking has according to Weick (1995) seven properties that will lead to sensemaking.

1.2 Motivation for this research

As stated above the Politie (2013) says that ZSM should contribute to a meaningful settlement of cases, meaningful to the victim, suspect and society. The victim must have the feeling that he or she will be helped and that the damaged interests are compensated, important here is good information provision and payment of compensation (Landelijk Programma ZSM, 2013). The suspect knows quickly what will happen and feels that he/she has been punished, ZSM must ensure the prevention of recidivism (Landelijk Programma ZSM, 2013). Society feels that justice has been done and ZSM must provide a (social) cost reduction (Landelijk Programma ZSM, 2013). The employees of ZSM feel that their work has meaning, the result of their efforts is visible (Landelijk Programma ZSM, 2013).

According to Salet and Terpstra (2017, p. 2) the definition of this meaningful intervention is: “a context- and personally oriented (selective) and where possible a fast intervention, which is carried out carefully”. This decision has to be recognizable, visible and noticeable for the suspect, victim, society and the employee involved in ZSM (Salet & Terpstra, 2017, p. 2).

The taskforce (“werkgroep”) ZSM in Groningen does not know if ZSM in Groningen complies to all the elements that ZSM should have or should contribute to. The taskforce ZSM wanted a research on ZSM in Groningen to find out if ZSM is as meaningful as it should be and how they could make it more meaningful. I have been approached to research this.

This research is focused on meaningfulness of ZSM and if ZSM in Groningen has all the elements to make a meaningful process of ZSM and to create meaningful interventions or settlements. The goal of this research is to investigate if there is a relationship between the experienced meaningfulness of the ZSM-method and the properties of sensemaking from Weick’s theory (Weick, 1995).

1.3 Scientific and societal relevance

Looking at the relevance of this study I argue it has both scientific and societal relevance. This research will be done for the police in Groningen. For them it is important to know if ZSM is as meaningful and in depth as it should/can be. The taskforce ZSM thinks that when ZSM was implemented in 2012 it was quite meaningful, but after 5 years this meaningfulness has decreased. For them this research can help to find answers on questions they have and might also maybe help them to improve the ZSM-process. So, this research has a societal relevance. This research is the first research on this subject that is conducted at the police in the North of the Netherlands. The subjects of how meaningful and in depth ZSM is in the North of the Netherlands have never been examined. What I am going to add to the scientific literature is a conceptualization and measurement of the meaningfulness of ZSM in the North of the Netherlands. I will use the sensemaking theory of Weick (Weick, 1995) to look at which properties of sensemaking are or are not present at ZSM in Groningen. This is not known yet and could be helpful in improving ZSM and making ZSM more meaningful. So, this research fills in some gaps that are present in the scientific literature and therefore this research also has a scientific relevance.

1.4 Main research question

Now that the information about the background and motivation of this research are clear, the main research question will be presented.

The main research question of this research is: To what extent do the properties of sensemaking from Weick influence the perceived meaningfulness of ZSM?

1.5 Sub-questions

The main research question will be answered based on the following sub questions:

1. To what extent is ZSM perceived as meaningful by the police, public prosecution, SHN, 3RO and Child Protective Services?
2. To what extent are the four interventions within ZSM perceived as meaningful by the police, public prosecution, SHN, 3RO and Child Protective Services?
3. To what extent are the properties of Weick's sensemaking theory present at ZSM in Groningen?
4. Is there a relation between the properties of sensemaking and the perceived meaningfulness?

1.6 Elaboration of the sub-questions

This research will use the sub questions to eventually provide an answer to the main research question. This research starts with a theoretical framework. The sensemaking theory of Weick will be discussed here. This will help with answering sub question one and two.

After doing this I will use the obtained data from the interviews with the twelve employees of the five different organizations that work together at ZSM to answer sub question three and four. The results from these interviews will be compared so that I can draw conclusions as to what extent the properties of sensemaking from Weick influence the perceived meaningfulness of ZSM.

1.7 Reading Guide

This chapter provided information on the background of this research and gave an introduction to it. Also, the main research question and the sub questions were discussed. Chapter two explains what ZSM is and how it works. In chapter three the theoretical framework will be discussed and explained. Thereafter in chapter four the variables sensemaking and meaningful intervention will be conceptualized. The research methods and design of this research shall be discussed in chapter five. The results of this research will be shown and discussed in chapter six. In this chapter every property of the sensemaking theory will be discussed separately and will be discussed if the properties are

present within the ZSM-method in Groningen. Chapter seven will be the chapter where the conclusion is presented. In chapter seven the main research question will be answered and discussed and in chapter seven I will give recommendation to the taskforce ZSM on how they can improve the meaningfulness of ZSM in Groningen.

2. ZSM

2.1 Introduction

ZSM is a new and rather complex work process. This chapter will give you a better insight into what ZSM is. In paragraph 2.2 will be explained what ZSM is, where ZSM stands for and what the goals of ZSM are. In paragraph 2.3 will be explained how ZSM works. So, who are involved in the process and which phases has the process. In the paragraph 2.4 will be explained which definition ZSM gives of a meaningful intervention and the four interventions that ZSM knows will be discussed. The goal of this chapter is to create a better understanding of ZSM.

2.2 What is ZSM?

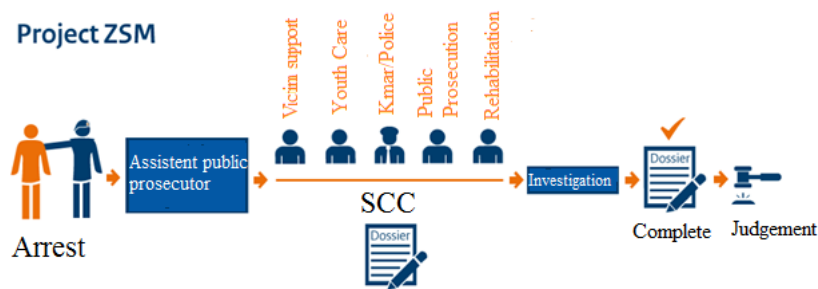
The beginning of ZSM is to be redirected to 2010 when cabinet of Rutte made a policy about the restructuring of criminal law (Zuiderwijk, Cramer, Leertouwer, Temurhan, & Busker, 2012). An important reason that this policy was made was that the process times were very long and they believed that ZSM could influence these process times (Zuiderwijk et al., 2012). According to Politie (2013, p. 1) ZSM can be seen as the 'engine of change within the chain'. The goal of ZSM is to come as fast and meaningful as possible to a settlement decision (Politie, 2013). ZSM is an abbreviation and according to Politie (2013, p. 2) the letter 's' refers to different goals:

1. Selective: take up the right cases and apply the right decommissioning options
2. Fast: settle immediately and short process times
3. Together: police, public prosecution, rehabilitation organization, victim support and other partners of the chain of criminal law
4. Smart: optimal organization of people and processes and optimal ICT support
5. Simple: simple registration and less administrative burdens
6. Society oriented: the relations between the crime and the settlement must be recognizable, visible and noticeable for the society and the victim

So, ZSM (concept 1.0) is introduced nationwide in 2012, which means that all units and the national unit work according to the ZSM method. The ZSM method means that all arrested suspects are logged in at a selection and coordination centre (SCC) and from there the chain partners (police, public prosecution, rehabilitation organization, victim support and other partners) work simultaneously and multidisciplinary in handling the case (Politie, 2013).

According to Salet and Terpstra (2017) ZSM knows five central goals. The first goal is structural more attention from the police and the public prosecution to handle the large amount of cases of common crime. The second goal is that the organizations that are involved with ZSM (chain partners) work together at the same location to exchange information as quick as possible. The third goal is to complete simple criminal cases as quickly as possible. The fourth goal is that ZSM is not all about speed, but that careful settlement is also important, while respecting the fundamental safeguards of a fair trial process. The fifth goal is that ZSM and especially the cooperation between the chain partners, must promote the decision that leads to a meaningful intervention.

2.3 How does ZSM work?



(den Hartog, 2014)

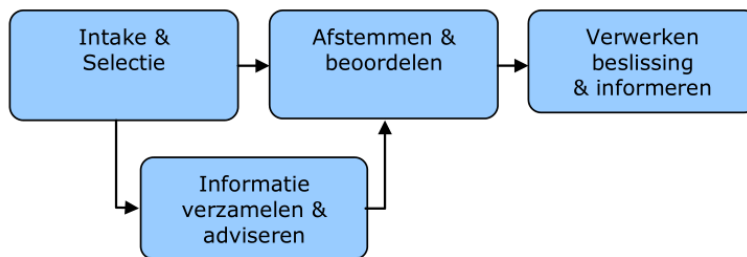
The ZSM activities are carried out in central work spaces in a ZSM office. The picture shows the chain partners that work together in such a SCC. These are the standard chain partners but every ZSM office can choose to involve more chain partners. The public prosecutor needs to take a decision about the settlement of the arrested suspect as soon as possible after consultation with the different chain partners (Jacobs et al., 2015). So, the decision needs to be taken as soon as possible, this shows that speed is important in the process of ZSM.

According to Jacobs et al. (2015) the ZSM process knows four phases. The first phase is about the intake and selection of cases by the police and the public prosecution. In this phase information that is relevant about the case or the arrested person is collected. Such as the provability of the case, if further activities or investigations are still needed and the speed with which this can take place.

The second phase is about collecting information and to advise (the chain partners). The different chain partners have different actions. Victim support contacts the victim, informs the victim about his or her rights and makes an inventory of the consequences, wishes and damages. Child protective services give a judgement on the necessity of a council investigation for the cases that relate to under aged suspects. The board collects information about sentences but also care information. The rehabilitation organization checks if the suspect is already known in their system. When they believe that it is necessary, they can go in depth on the present information.

The third phase is about tuning (police, public prosecution and chain partners) and about judging (public prosecution). This involves a fully equivalent input from all partners. In this phase the information about the case is being shared between the chain partners. Based on the information and the advice of the ZSM team, the public prosecutor can decide about the case. In the ZSM process customization of cases is important. Therefore, the context during and after the committed crime is considered in the settlement decision. The context is co-created in the tuning process between the chain partners.

The fourth phase is about processing the decision and about informing (police, public prosecution and chain partners). The settlement decision is processed, and the people involved will be informed about this. Follow-up steps are also set in motion, for example the scheduling of a (T)OM-hearing or a ZMS-hearing. When scheduling the hearing, further activities or investigations that still must be carried out before the hearing, are considered.



(Landelijk Programma ZSM, 2013, p. 16)

2.4 Definition that ZSM gives of a meaningful intervention

One of the goals of ZSM is to lead to a meaningful intervention. The definition that is given in the policy documents about ZSM is that a meaningful intervention is a “a context- and person-oriented (selective) and where possible rapid intervention, which is carefully carried out” (Landelijk Programma ZSM, 2013, p. 9). A meaningful intervention is also described as recognizable, visible and noticeable for suspect, victim, society and the employees that are involved in ZSM (Landelijk Programma ZSM, 2013).

Another way an intervention can be meaningful is to put the case in a certain route. ZSM has four different routes/interventions a case can take. The first one is called mediation in criminal law. Every provable case where there is a victim involved that has material or immaterial damage can qualify for mediation. Important in mediation is that the suspect takes (any) responsibility for the crime that is committed. Referring a case to mediation is a good idea when there are starting points that some kind of recovery is meaningful. This can be the case if there is a certain relationship between the suspect and the victim, but this is not necessary. A condition for mediation is that the suspect and the victim must agree with the mediation. When this is the case the public prosecution will refer to the mediation centre of the court.

The second special form of intervention is called justice in the bus (JIB). This intervention focuses on cases in which there is:

- a conflict or situation that has been going on for some time or that seems to be going on for some time, considering the relation between the different parties (neighbours, family, exes and when there are children in the picture), AND
- some kind of ‘interchangeability’ in role of the people that are involved. So, when the people that are involved both have a negative role. OR
- a light case (in term of complexity of the case) that is too heavy for mediation
- no solution in criminal law. So, criminal law is not the solution and maybe even would worsen the situation.

The third special form of intervention is called to make amends (“goedmaken”). The cases that qualify for making amends are Halt (a Dutch organization with a national network of offices which aims to prevent and combat juvenile crime) kind of cases for adults, in which the person that is affected is open to a suspect has regret and want to make amend for the committed crime. In this case the suspect must be pro-active and must make amends by for example buying a bouquet of flowers, apologize, gift card, paying for the damages etc. With this kind of intervention victim support approaches the victim and 3RO approaches the suspect to start the action and to monitor it.

The fourth special form of intervention is called workshop 3RO (“werkplaats 3RO”) This intervention is focused on suspects that committed a light crime (for example shoplifting and destruction) and have mental health problems, debts or addictions. The rehabilitation organization looks from the start if they can organize something that will help the suspect and will keep him or her out of criminal law.

3. Theoretical framework

3.1 Introduction

In this Chapter the scientific theory that will be used in this research will be discussed and explained. Sensemaking had according to Weick (1995) seven properties that will lead to sensemaking. What I am going to research is to what extent the properties of sensemaking are present in the ZSM process in Groningen. The reason that the sensemaking theory of Weick (1995) is used in this research is because it gives a good overview of sensemaking and which properties sensemaking exists of. Are sensemaking and meaningfulness the same concepts? No, they are not exactly the same, but sensemaking is about creating meaning and how this happens. What I would like to find out is if there is a relationship between the perceived meaningfulness of ZSM in Groningen and the properties of sensemaking.

3.3 Pros and cons of Weick's sensemaking theory

The sensemaking theory of Weick cannot be seen as a body of knowledge, it is a developing set of ideas with explanatory possibilities (Weick, 1995, p. xi). According to Weick (1995, p. xi) the topic sensemaking exist in the form of an ongoing conversation, which is just how the book is written. The thoughts of Weick about organizational theory are seen as insightful and innovative (van Maanen, 1995). According to van Maanen (1995) the writings of Weick differ from most organization theory writings. The writings of Weick are often written in an essay style and interpretation and ends are left open. (van Maanen, 1995). This is also the case with the book: Sensemaking in Organizations that is used in this research. Weick challenges the reader to figure out with him what a theory is about (van Maanen, 1995). It is hard to decide if this is a pro or a con of Weick's sensemaking theory. On the one hand this gives a lot of freedom in what a theory is about and how you can apply this. On the other hand, the room for your own interpretation is very big, which could lead to misunderstandings of the theory.

Another unconventional thing about Weick writings are what he uses as data. According to Kramer (2002, p. 749): "what counts as data in Weick's world; firefighting crews dropping their tools as they flee from suddenly and unexpectedly out-of-control wildfires, airplanes colliding inexplicably while still taxiing on airport tarmacs, or jazz quartets improvising, is quite different from what we find almost anywhere else in the literature." In science we are used to independent and dependent variables as the basis for data. The fact that Weick (1995) uses different kind of data makes it harder to check if what he is saying is right. This together with the fact that his writings are open for own interpretation makes his writings somewhat more unstable.

Yet I do have chosen Weick's sensemaking theory for my research (Weick, 1995). The ZSM process was a new policy that is implemented and was a reform in criminal law. According to Worden and McLean (2017, p. 167): "When a reform is introduced, organizations and actors within must first define what they understand the reform to mean at a broad level and also for their everyday work life." This forming of own interpretations and looking for order and routines is what Weick describes as sensemaking (Weick, 1995; Worden & McLean, 2017). Through using Weick's sensemaking theory I would like to find out if there is a relation between the perceived meaningfulness of ZSM in Groningen and the Weick's properties of sensemaking (Weick, 1995). I argue that Weick's sensemaking theory can help me to find out how it is with the meaningfulness of ZSM in Groningen and potentially also how to improve the perceived meaningfulness of ZSM in Groningen.

3.2 Weick's sensemaking theory

Sensemaking is about the ways people generate what they interpret, it is about an activity or a process and about invention (Weick, 1995). Sensemaking had according to Weick (1995) seven properties, the first property is that sensemaking is grounded in identity construction. This means that when people want to create meaningful situations, they also indicate who they are or want to be. "What the situation means is defined by who I become while dealing with it or what and who I represent. I derive cues as to what the situations means from the self that feels most appropriate to deal with it, and much less from what is going on out there(Weick, 1995). The more selves I have access to, the more meaning I should be able to extract and impose in any situation" (Weick, 1995, pp. 23-24). In this property it is important that you need a sense maker for sensemaking to happen. What this person sees as sensemaking or how this person makes sense can be different from how someone else makes sense. This is an important finding to use in my research. At the ZSM location different employees from different organizations work together. Those people are all different individuals, but even more important is that the organizations are different. The organizations work together on a case but they all have their own angle of approach. For giving sense or meaning to settlement decisions all those different organizations and individuals need to be sense makers, but in the end, it is important that they work together for everyone to be able to put their mark on the case. So Weick (1995, p. 24) said "The more selves I have access to, the more meaning I should be able to extract and impose in any situation". This would mean that ZSM has a lot of different selves from different organizations which should mean that they should be able to extract and impose more meaning in any situation.

The second property is about retrospective. Schutz (1967) was the person that came with the idea of retrospective sensemaking with his analysis of meaningful lived experience. The word lived is in the past tense and what is meant by that is that people can know what they are doing only after they have done it (Weick, 1995, p. 24). So, with this property it is about structuring of an experience after it has happened. We could say that to make sense, looking back on previous situations is important to do better next time(Weick, 1995). To make more sense or give more meaning in the future. Looking specifically at ZSM it would be important that there would be some kind of feedback system were everyone could learn from each other to do better next time. This could mean that for example the public prosecutor makes a decision with which an employee of the police does not agree, then there should be room for feedback. In this case the employee of the police should be able to communicate how he or she experiences the process or the outcome of the process and the other way around. In this research I would like to look if there is room for feedback and if feedback is given enough or not.

The third property is about the enactive of sensible environments. Weick (1995) creates in this property a link between sensemaking and enactment. With sensemaking it is not only about interpreting an environment that already exist but to create a sensible environment (Weick, 1995). So, sensemaking creates sensible environments. It is not only about looking for reality but also about calling for reality. So, if I want to know if there is sensemaking/meaningfulness at ZSM one of the factors that should be there are meaningful environments. Is the SCC in Groningen where ZSM is stationed a sensible environment?

The fourth property is about that sensemaking is social. The construction and interpretation of situations arises in the interaction between people (Weick, 1995). Weick (1995) states that the way people think or feel or behave is influenced by the presence of others. To explain this Weick (1995) uses symbolic interactionism and symbolic interactionism believes that the meaning people give to things, phenomena or events that surround them are essential in order to understand humans and social reality. Blumer (1969, p. 2) explains symbolic interactionism in three levels:

1. People respond to the things around them based on the meaning that these things have for them.
2. People construct this meaning in social interaction with their fellow man.

3. This meaning is used and modified in an interpretative process that the individual uses to deal with the things that he/she encounters.

Interaction processes between people are important in symbolic interactionism. So, this means that sensemaking can exist and arise in social environments. So, for this research it is important to know if the ZSM environment is a social environment. Are there enough opportunities for the employees to consult with each other? Are the people of the different organizations open enough to allow consultation? Is the relationship between the employees of the different organizations good? For me it is important to know these things because ZSM was created for different organizations to work together, in the same space where it would be easier to communicate with each other. This should contribute to meaningful interactions and settlement decisions

The fifth property is that sensemaking is ongoing. According to Weick (1995) sensemaking never starts and the reason that it never starts is because pure duration never stops. "People are always in the middle of things, which become things, only when those same people focus on the past from some point beyond it" (Weick, 1995, p. 43). The themes thrownness (literally being thrown in a situation), ongoing experience and being in the middle are somewhat vague but are important when we move closer to organizations (Weick, 1995). The statements of Weick (1995) about this property are vague, so I must try to make them clearer and more fitting to this research. So, we say that people are always in the middle of things, but what are they in the middle of? According to Weick (1995) one of the things people can be in the middle of are projects. When these projects are interrupted, the flow that that person is in is interrupted. According to Weick (1995, p. 45) "an interruption to a flow typically induces an emotional response, which then paves the way for emotion to influence sensemaking. It is precisely because ongoing flows are subject to interruption that sensemaking is infused with feeling." So, there is a relation between sensemaking, emotion and the interruption of ongoing projects, and a necessary condition for emotion is arousal or discharge in the autonomic nervous system (Weick, 1995, p. 45). Arousal is triggered by interruptions of ongoing activity, prepares someone for fight or flight reaction and triggers a rudimentary act of sensemaking (Weick, 1995). What happens is that arousal gives a warning that something is going on in order that you can react to that situation (Weick, 1995). According to Weick (1995) interruption of an expectation is a key event for emotion. According to Weick (1995) generalists and people who are able to improvise should show less emotional behaviour and less extreme emotions because they have more substitute behaviours. Therefore, their arousal should not build to the same high levels as the arousal of people with fewer substitute behaviours (Weick, 1995). Within the ZSM-process a case comes in and will go first to the police employees, but it also goes to the employees of all the different organization. This makes that the flow of this case is constantly interrupted. Not only because every organization is involved with it but also because sometimes they have to wait for further investigation about something concerning the case. The employees of ZSM are therefore generalist that are used to being interrupted. But are the employees able to develop a meaningful work process which can be used as standard?

The sixth property is that sensemaking is focused on and by extracted cues. Sensemaking is everywhere and it seems like people can make sense of anything (Weick, 1995). This seems to be a good thing for researchers, because they can find there phenomenon everywhere. The difficulty of sensemaking is that we see the sense that has already be made instead of the actual making of it, we are more likely to see the product than the process (Weick, 1995). According to Weick (1995, p. 49) "to counteract this, we need to watch how people deal with prolonged puzzles that defy sensemaking, puzzles such as paradoxes, dilemmas and inconceivable events. We also need to pay close attention to ways people notice, extract cues, and embellish that which they extract." So, this means that it is important to look at how people deal with certain problems, interruption, puzzles and dilemmas because that is the process of sensemaking. According to Weick (1995, p. 50) "extracted cues are simple, familiar structures that are seeds from which people develop a larger sense of what may be occurring." The cues

are important in organizational analysis because according to Smircich and Morgan (1982, p. 258) “leadership lies in large part in generating a point of reference, against which a feeling of organization and direction can emerge”. They believe that having the control over which cues will serve as a point of reference is an important source of power. According to Weick (1995) what an extracted cue will become depends on the context in two different ways. The first way is that the context partly affects what is in first place extracted as a cue, this process has different names such as search, scanning and noticing. The second way Weick (1995) believes that the context plays a part is that the context affects the way that cue is interpreted. The noticing process is described by Starbuck and Milliken (1988) and they distinguish noticing from sensemaking. They believe that noticing refers to activities like filtering, classifying and comparing, and they see sensemaking more as interpretation and the activity of determining what the notices cues mean (Starbuck & Milliken, 1988). According to them is sensemaking more focused on subtleties and noticing more on major events. There is no sensemaking if there is no event that is noticed. So, first an event needs to be noticed and after that there is room for sensemaking. People are not able to notice all the cues that they are confronted with in everyday life. Every person will notice a couple of cues out of all the cues because of the filter that that person has. Your own filter and the interest that you have determine which cues you will focus on. ZSM exist of five different organizations with diverse backgrounds and different focus points, therefore it could be that the employees of these organizations will filter out different cues. For example, that the employees of SHN will notice cues that have more to do with victims and that employees of 3RO will focus out cues that have more to do with suspects. This is something that must be investigated in this research. There is only room for sensemaking if events and cues are notices. Therefor is would be a good thing that the employees of the different organizations would notice different cues because then there is more room for sensemaking.

The seventh and last property is that sensemaking is driven by plausibility rather than accuracy. Accuracy is nice but for sensemaking it is not necessary and executives almost never produce it (Weick, 1995). That executives almost never produce accuracy is not a problem for sensemaking, because sensemaking does not rely on accuracy, sensemaking is about plausibility, pragmatics, coherence, reasonableness, creation, invention, and instrumentality (Weick, 1995, p. 57). According to Weick (1995, p. 61) the thing sensemaking certainly needs is a good story, because a good story “preserves plausibility and coherence, is reasonable and memorable, embodies past experience and expectations, resonates with other people, can be constructed retrospectively and also be used prospectively, captures feeling and thought, allows for embellishment to fit current oddities and something that is fun to construct”. That are the elements that sensemaking needs and are more important than accuracy.

There are various occasions for sensemaking and all of them create some kind of shock. These various occasions for sensemaking could explain later in this research why sensemaking does occur or does not occur within ZSM.

One of them is information load. Information load is an occasion for sensemaking because it forces cues out of an ongoing flow (Weick, 1995, p. 87).

Another occasion for sensemaking is complexity. Complexity affects what people notice and ignore. Weick (1995, p. 87) gives an example, he says that “with greater complexity goes greater search for and reliance on habitual, routine cues”. So, when organizations or situations are more complex, there is more need for routines and people start with trying to make sense of the situation.

Turbulence is another occasion for sensemaking. “Turbulence is defined as a combination of instability (frequency of change) and randomness (frequency and direction of change)” (Weick, 1995, p. 88). According to Weick (1995) it is the case that if turbulence goes up, intuition and heuristics also go up. So, when the turbulence goes up, the occasion for sensemaking will be defined more idiosyncratic

(Weick, 1995). This means that people will do what they think is best and what their intuition tells them to do.

Ambiguity is also an occasion of sensemaking. The reason that people start with sensemaking when there is ambiguity is because they are confused by too many interpretations (Weick, 1995). Ambiguity arises when there is an ongoing stream that support several different interpretation at the same time (Weick, 1995). So, ambiguous situations are situations that are unclear, highly complex or paradoxical (Weick, 1995).

Uncertainty is also an occasion of sensemaking. The reason that people start with sensemaking when there is uncertainty is because they are ignorant of any interpretations (Weick, 1995). People don't like uncertainties and therefor they try to make sense in uncertain situations.

There are two processes of sensemaking and they are different in how they handle meaning. The first is the belief driven process and in this process new meanings grow out of old meanings (Weick, 1995). The second process is the action driven process and in this process meaning are created to support the deeds (Weick, 1995). So, we know that meanings are important in sensemaking and within both of these processes meanings can be used to stabilize or to adapt to changing circumstances (Weick, 1995). According to Weick (1995) the two different processes have produced four different meaning processes, commitment and manipulating are part of the action driven process and expecting and arguing are part of the belief driven process.

- Commitment is about stabilizing and is part of the action driven process. This meaning process state that meaning is created to justify action (Weick, 1995). According to Weick (1995) is commitment a sort of meaning that is public and also visible, there is a free choice but ones a commitment is made it is irrevocable.
- Manipulating is about adapting and is also part of the action driven process. This meaning process state that meaning is created to explain the action of a person (Weick, 1995). This meaning can be formed during or after the action of the person and the goal is that the meaning should change or manipulate the action (Weick, 1995).
- Expecting is about stabilizing and is part of the belief driven process. The way this process sees meaning is a construct of different meanings (Weick, 1995). So, multiple existing meanings will form a new meaning by adding the new meaning to the old meaning.
- Arguing is about adapting and is also part of the belief driven process. This process state that a meaning can grow by arguing this meaning (Weick, 1995). This means that there already is a meaning but this meaning changes because people have contradictory meanings that will change or supplement the already existing meaning.

Looking at these four different meaning processes they all have some elements that fit ZSM. With commitment meaning is created to justify action. With ZSM meaning is also created to justify action, to create an understanding of the situation to the victim or the suspect. The goal of manipulating is that the meaning should change or manipulate the action. Within ZSM the employees try to create settlement decision or interventions that in the future will lead to a change in the action of a suspect. With expecting it is the case that multiple existing meanings will form a new meaning by adding the new meaning to the old meaning. This is also happening within ZSM. The employees of the different organizations that are a part from ZSM all add their opinion or advice which is adding new meaning to old meaning. With arguing there already is a meaning but this meaning changes, because people have contradictory meanings that will change or supplement the already existing meaning. The consultations within ZSM try to facilitate this process. So, when the public prosecutor and the police already have an opinion or a meaning this can change because for example 3RO or SHN have a different opinion or meaning. This can change or supplement the already existing meaning. This shows that the way ZSM handles meaning is quite diverse and that the four different meaning processes all connect well with ZSM.

4. Conceptualization

4.1 Sensemaking

The independent variables of this research are the properties of sensemaking. To operationalize these variables I will use the theory of Weick (1995) which I have discussed in detail above. Weick (1995) states that sensemaking has seven properties:

1. sensemaking is grounded in identity construction
2. sensemaking is retrospective
3. sensemaking is enactive of sensible environments
4. sensemaking is social
5. sensemaking is ongoing
6. sensemaking is focused on and by extracted cues
7. sensemaking is driven by plausibility rather than accuracy

So, Weick (1995) gives us seven property's that will lead to sensemaking. What I am going to research is if the properties are present in the ZSM process in Groningen and to what extent they explain the perceived meaningfulness. I will explain how I have operationalized these properties. To decide to what extent a property is present at ZSM in Groningen I have used different categories. These categories are: not present, not sufficiently present, present and fully present. For 5 out of the 7 properties the answers that were given by the respondents could be converted to percentages. When this percentage is between 0%-10% the property is not present. When this percentage is between 11%-60% the property is not sufficiently present. When this percentage is between 61%-80% the property is present at ZSM. When the percentage is between 81%-100% the property is fully present at ZSM. The reason that I chose that 61% is needed to decide that a property is present is because the group of respondents is small, which gives a greater chance for variety. So, I argue that because of this small group of respondents you need at least 61% to say with some certainty that a property is present.

The first property is sensemaking is grounded in identity construction. To find out if this property is present at ZSM the respondents were asked two questions. The first question was: which aspects of the treatment of a case make ZSM meaningful for you, from your position? The second question that was asked was: what meaningful contribution do you make, from your profession, in the context of ZSM? Sensemaking is grounded in identity construction means that the more identity's you have the better sensemaking can occur (Weick, 1995). Looking at ZSM in Groningen I would like to find out if there are different identity's concerned with the ZSM process, because according to Weick (1995) the more identity's there are, the better sensemaking can occur. According to Weick (1995) you need a sense maker for sensemaking to happen. What this person sees as sensemaking or how this person makes sense can be different from how someone else makes sense (Weick, 1995). The respondents were asked what makes ZSM meaningful for them and which meaningful contribution they make. If there are a lot of different identity's the answers on these questions shall variate. Therefore this property can be measured in the variations of the responses of the respondents. When there is a greater variety in responses, there are more different identity's which should lead according to Weick (1995) to sensemaking. There are no percentages measured for this property. I will determine if I think this property is not present, not sufficiently present, present or fully present. So, the criteria to determine if this property is present or not is the extent to which the answers of the respondents variate. When there is none variety this property will not be present, when there is almost none variety this property will not be sufficiently present, when there is a little variety this property will be present and when there is a great variety this property will be fully present.

The second property is sensemaking is retrospective. To find out if this property is present at ZSM the respondents were asked two questions. The first question was: what kind of meaningful

interventions/settlement decisions has ZSM achieved in your opinion? The second question was: is there room for feedback between the ZSM employees within the ZSM process? Is this room also used? Sensemaking is retrospective means that to make sense, looking back on previous situations is important to do better, to give more sense or meaning next time (Weick, 1995). The focus with this property lies on the learning effect of ZSM. The focus with these two questions lies on the second question. The goal of the first question is to find out if they know which interventions are used or which settlements decisions were made. The responses of the second question will show to what extent feedback is given. Important here is the learning effect that Weick (1995) mentioned. When feedback is given, people can learn from that, to do better next time. So, the criteria to determine if this property is present or not is the extent to which feedback is given and the learning effect is present. So, there are two criteria to determine if this property is present. The first criterion is the percentage of people that say that there is room for feedback. When this percentage is between 0%-10% this property is not present. When this percentage is between 11%-60% this property is not sufficiently present. When this percentage is between 61%-80% this property is present at ZSM. When the percentage is between 81%-100% it is fully present at ZSM. The second criterion is to what extent the respondents think this room for feedback is also used. When this percentage is between 0%-10% this property is not present. When this percentage is between 11%-60% this property is not sufficiently present. When this percentage is between 61%-80% this property is present at ZSM. When the percentage is between 81%-100% it is fully present at ZSM. The second criteria weighs the heaviest because for the learning effect it is important that the room is also used. If the room is there but this is not used, this will not contribute positively to the learning effect.

The third property is sensemaking is enactive of sensible environments. To find out if this property is present at ZSM respondents were asked: is the SCC North-Netherlands so organized that there is room to create meaningfulness together in ZSM procedures? Sensemaking is enactive of sensible environments means that sensemaking creates sensible environments (Weick, 1995). The answers of the interview question that was asked will help us understand if the respondents think the SCC in a sensible environment and if it so organized that it will help create meaningfulness. We can measure if the SCC is a sensible environment based on the yes or no answers of the respondents. Also, the reasons why they responded with yes or no will be considered. So, the criteria to determine if this property is present or not is the percentage of yes answers on the question if the SCC North-Netherlands is so organized that there is room to create meaningfulness together in ZSM procedures. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM.

The fourth property is sensemaking is social. To find out if this property is present at ZSM respondents were asked two questions. The first question was: are all organizations within the ZSM process equally important or are one or more organizations dominant? Can you give an explanation here, such as examples or your opinion about this? The second question that was asked was: do you have the feeling to belong to one specific organization or to be part of a joint ZSM team? Sensemaking is social means that sensemaking can exist and arise in social environments (Weick, 1995). The construction and interpretations of situations arises in the interaction between people (Weick, 1995). By asking these two questions I would like to find out if ZSM is a social environment and how the interaction between people is. Things that I will focus on in the answers of the respondents is if they feel like they are equally important and if they feel like one ZSM team. If this is the case this means that this property is present at ZSM. So, there are two criteria to determine if this property is present. The first criterion is the percentage of people that say that one or more organizations are dominant. When this percentage is only between 0%-10% this property is fully present. When this percentage is between 11%-60% this property is present. When this percentage is between 61%-80% this property is not sufficiently present at ZSM.

When the percentage is between 81%-100% it is not present at ZSM. The second criterion is to what extent the respondents think they are part of a joint ZSM team. When this percentage is between 0%-10% this property is not present. When this percentage is between 11%-60% this property is not sufficiently present. When this percentage is between 61%-80% this property is present at ZSM. When the percentage is between 81%-100% it is fully present at ZSM.

The fifth property is ongoing. To find out if this property is present at ZSM respondents were asked one question. This question was: are you able to make a meaningful work process from ZSM, in which you always work standard as meaningful as possible? To measure if this property is present I will analyse the answers of the respondents and focus on if they say they are able to make a meaningful work process from ZSM, in which you always work standard as meaningful as possible, or if they say they are not able to do this. So, the criterion to determine if this property is present or not is the percentage of yes answers on this question. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM.

The sixth property is sensemaking is focused on and by extracted cues. To find out if this property is present at ZSM the respondents were asked one question. The question was: what are details/elements in a case that stimulate you to pay more attention to it? Can you provide an explanation of this by giving an example? Sensemaking is focused on and by extracted cues means that sensemaking can exist, because people notice events (Weick, 1995). Every person will notice a couple of cues out of all the cues because of the filter that that person has (Weick, 1995). Your own filter and the interest that you have determine which cues you will focus on (Weick, 1995). Looking at ZSM the details/elements in a case are cues the employees can focus on. To know if this property is present I have to focus on if the respondents extract cues and the extent to which these respondents extract different cues. It is important with ZSM that all the important details/elements of a case are noticed to be meaningful and to deliver customization. There are no percentages measured for this property. I will determine if I think this property is not present, not sufficiently present, present or fully present. Criteria on which I will focus will be the variety in the details/elements that the respondents extract from a case. When there is no variety this property is not present, when there is almost none variety this property is not sufficiently present, when there is a little variety this property is present and when there is a great variety this property is fully present.

The seventh property is sensemaking driven by plausibility rather than accuracy. To find out if this property is present at ZSM the respondents were asked one question. The question was: can you convincingly communicate the outcome of the ZSM process to your constituency? And why can you do this or why can you not do this? Sensemaking driven by plausibility rather than accuracy means that sensemaking needs a good story (Weick, 1995). Accuracy is not the most important for sensemaking to arise, it is about how you tell the story. The organizations that work at ZSM also have departments that do not work at ZSM, their constituency. ZSM employees need to communicate with their constituency and this is also important for the ZSM process and the meaningfulness of the ZSM process. The constituency also plays a part, sometimes in advance/in preparation, sometimes after the outcome/the settlement decision. Within the answers of the respondents I will focus on if the respondents can communicate the outcome of the ZSM process to their constituency and why they think they can. So, the criteria to determine if this property is present or not is the percentage of yes or no answers on the question. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM.

4.2 Meaningfulness

The dependent variable of this research is meaningfulness. The definition that is given about ZSM is that a meaningful intervention is a “a context- and person-oriented (selective) and where possible rapid intervention, which is carefully carried out” (Salet & Terpstra, 2017, p. 2). A meaningful intervention is also described as recognizable, visible and noticeable for suspect, victim, society and the employees that are involved in ZSM (Salet & Terpstra, 2017, p. 2). Elements of a meaningful intervention are according to the definition:

1. context oriented: Looking at the circumstances in which the crime was committed. If the circumstances of a crime are considered in the settlement decision this element is present.
2. personally oriented: Looking at the background of the suspect/victim. If the background of the suspect or victim are considered in the settlement decision this element is present.
3. selective: Take the right cases in criminal law and apply the right settlement possibilities for the cases (there are multiple possibilities for settlements, also outside criminal law); to be able to deliver customized work, creativity is required within the applicable laws and regulations. To see if this element is present the focus will be on if you can speak of customized work, creativity and if the right settlement possibility was applied. If this is the case this element is present.
4. fast (where possible): Where possible, quickly take an intervention decision (quickly where possible and slowly where necessary). If the intervention decision was made quick this element is present.
5. carefully carried out: Also, with attention to a good transfer to the follow-up process. If the process was carried out like it should: if every partner could give advice in a case, the advice is considered, and laws and regulation are taken into account this element is present.
6. recognizable: Be unambiguous in what you do. If the settlement decision within ZSM are taken unambiguous this element is present.
7. visible: Show what you do. If the process and the outcome of the process is visible this element is present.
8. noticeable: The effect of what you do. If the effect of what is done is noticeable this element is present.

In the interview one question is asked specifically to ask if the respondents think these elements of a meaningful intervention are present in the cases they settle. The question that was asked was: are the characteristics of a meaningful intervention: context oriented, personal oriented, selective, quick (where possible), carefully executed, recognizable, visible and noticeably present in the interventions/settlement decisions that you have just identified as meaningful? This interview question will give an overview of which elements of an intervention are present and which elements are not. When a respondent says something related to this in another question this will also be taken into account. There are no percentages measured for these elements. Therefore I will determine if the elements are not present, not sufficiently present, present or fully present. I will take the answers on this question of the respondents into account, the answers of the respondents on other questions and my own observations. Criteria that I will focus on is how often are the elements mentioned, are the elements mentioned in a negative or positive way and which elements can I extract from the examples of meaningful interventions the respondents mention.

Elements of sensemaking (x) → more experienced meaningfulness (y)

In this chapter is discussed how the different variables are measured. The next chapter will give an overview of the methodology of this research. There will be explained how this research will be carried out.

5. Methodology

5.1 Introduction

In the previous chapters the motivation of this research was presented, the background of the research was discussed, and the main research question and the sub question were introduced. The theoretical framework was also introduced and discussed. The goal of this chapter will to present and explain the research method that was used in collecting the data for this research. The research design will be discussed and the way the cases were selected will also be discussed. Thereafter the way how the data was processed and analyzed will be described. The research will not be perfect and therefore the reliability, validity and limitations of the research will be discussed.

5.2 Research area

This research was done for ZSM Noord-Nederland. The Regional Unit Noord-Nederland is one of the ten regional units of the national police (Inrichtingsplan Nationale Politie, 2012). The regional Unit Noord-Nederland originated from a merge of the former regional corps Friesland, Groningen and Drenthe (Inrichtingsplan Nationale Politie, 2012). The cases that ZSM Groningen must deal with are cases from all the three former regional corps now called districts. So, unit Noord-Nederland exist of three districts (Friesland, Groningen and Drenthe) and has 16 BT's (base teams). (Inrichtingsplan Nationale Politie, 2012, p. 13)

The reason that this research will be done in Groningen is because the police department in Groningen is interested in this research and there was an internship involved. Another reason is that Groningen is a big city in the Netherlands with over 200.000 inhabitants and according to the CBS Groningen is one of the municipalities with the highest numbers of crime victims (CBS, 2017). This research can lead to advises that can help the police and ZSM to be more effective and meaningful.

5.3 Research method

5.3.1 Research design

To answer the research question a literature study about meaningfulness was done. This lead to the sensemaking theory of Weick. Weick (1995) states that sensemaking, which is another word for creating meaningfulness, exists of seven properties. When those seven properties are present there is room for sensemaking to occur, then it is possible to create meaningfulness. In this research an interview was developed which should give the information which properties were present and which not. By knowing this, it becomes possible to know what should change to make ZSM even more meaningful. It also becomes possible to know what is already going well to preserve this. This research uses a cross sectional design. This means that it uses collected data of a certain population at a certain moment to analyze (Babbie, 2012). The data that were used in this research were collected in February and March of 2018. The collected data will help answering the research question.

5.3.2 Case selection

This research was done for the Police in Groningen. To answer the research question there were interviews with people from all the five chain partners of ZSM. Two people per organizations were interviewed plus one KPC (chain process coordinator) and one project leader of ZSM. This made a total of twelve interviews. So, the N of this research is 12. I have interviewed two persons per organization that were randomly selected, but they had to work at ZSM for minimal one year. Why

they had to work at ZSM for minimal one year is because ZSM is a complicated process and people that work here for more than one year will know the process better.

The employees that were interviewed are from all the five chain partners. By doing this every organization is represented in this research. Table 1 gives an overview of the respondents of the interviews.

Table 1: Division of the interviews per organization

Organization	Sort of employee	
Police	2 x operational specialist B	
Public prosecution	1 x public prosecutor	1 x legal critic
SHN	2 x legal assistant	
3RO	2 x probation officer	
Board of child protection	2 x case director	
ZSM broad	1 x project leader ZSM	1 x KPC

5.3.3 Data processing and analysis

After doing the literature study and taking the interviews the research question will be answered. The literature study gave information about meaningfulness and sensemaking and the interviews gave a representation of the opinions of the employees. It showed if the employees thought that the properties of sensemaking were present or not, and how meaningful they thought the four interventions are and how meaningful ZSM in general is.

The interviews that were taken focused on the meaningfulness of the four interventions of ZSM, the meaningfulness of ZSM in general and the seven properties of Weick's sensemaking theory. The interview protocol (Appendix 1) starts with an introduction about the research, giving the definition of a meaningful intervention and an introduction about the interview. Thereafter three questions are asked about the respondent: for which organization he/she works, what his/her function is and how long he/she works at ZSM. The first interview question is about the meaningfulness of the four interventions of ZSM. The respondents are asked to what extent they think these interventions are meaningful. The second question asks the same question but then for ZSM in general. So, to what extent they think ZSM in general is meaningful. After this, the questions that were asked were based on the seven properties of the sensemaking theory of Weick (1995), this are questions three till thirteen. They were asked to find out if the properties are present at ZSM. The last question was a concluding question that was very open. The question was: if you could change something about the ZSM procedure to make it more meaningful in your eyes, what would it be?

The interviews were recorded and lasted between 30 and 65 minutes. These interviews were typed out to analyse them. First the answers of the employees on the first two questions will be displayed in a table. This table will give an overview of the twelve employees that were interviewed and will show per person how meaningful that person thought the different interventions and ZSM in general is. After giving this global display, the different points will be analysed. For every point (so, meaningfulness of the four interventions, meaningfulness of ZSM in general and the seven properties of sensemaking) the results will be shown separately per point. They will be discussed based on the sensemaking theory of Weick. After analysing the data conclusions will be drawn and recommendations will be given.

5.3.4 Reliability, validity and limitations of the research

The reliability of a research is seen as the influence of random factors on the result; how smaller the influence of random factors, the more reliable the results (Everaert & van Peet, 2006). What this means is that the research should show the same results when it will be repeated. A factor that makes this hard in qualitative research is that qualitative research depends on what the respondents tell the researcher in the field (Everaert & van Peet, 2006). The answers that the respondent gives are answers from his or her experience and because of this the answers are difficult to control. The questions that were asked the respondents were questions about their job, where they know a lot about. The condition that should be met to be a respondent is that the respondent should work at ZSM for at least a year. The reason for setting this condition was to increase the reliability. The reliability of this research can only be determined if it is performed more often to look if the results stay stable.

The validity of a research is about if you actually measure what you wanted to measure (Everaert & van Peet, 2006). There are two types of validity. There is external and internal validity. The internal validity is about if you actually measure what you want to measure, and important here is that the research subject should be operationalized well. By internal validity the extent to which we succeed in drawing good conclusions about causes of phenomena is investigated (Everaert & van Peet, 2006). Important here is if the data collection was done accurate and correct and if the results weren't affected. This research used a standardized interview, so this increases this internal validity, but the researcher always can ask further questions and thereby influence the results. Important is that the questions of the standardized interview really measure what is meant to be measured. In chapter 7.3 will be discussed if the questions of the standardized interview really measured what was meant to be measured.

External validity is according to Everaert and van Peet (2006) often a problem in qualitative research because they often use small groups or case studies. With this research this is also the case, twelve employees will be interviewed so that is not a large group of respondents. Important with external validity is that the research should be generalizable (Everaert & van Peet, 2006). This research focuses on ZSM in Groningen. ZSM is used somewhat different throughout the Netherlands and therefore it is hard to decide to what extent the results of this research are generalizable for ZSM nationwide. Some ZSM locations already work with digital files and some ZSM locations are arranged differently. By doing this research on different ZSM locations, it should become clear to what extent this research is generalizable for ZSM nationwide.

While taking the interviews with the twelve respondents I did have the feeling that they could speak free. I did not get the feeling that the respondents gave socially desirable answers. They also dared to criticise each other which also showed that they did not hold back in giving the answers.

6. Results

6.1 Introduction

In this chapter the results that were conducted through taking the interviews will be described. In paragraph 6.2 the meaningfulness of ZSM in general, according to the respondents will be described, and an answer on the first sub question will be given. In paragraph 6.3 the meaningfulness of the four interventions of ZSM according to the respondents will be described and an answer on the second sub question will be given. In paragraph 6.4 will be looked to what extent the seven properties of Weick’s sensemaking theory are present at ZSM in Groningen, this paragraph will give an answer on the third sub question. In paragraph 6.5 will be discussed which elements of a meaningful intervention are present at ZSM Groningen and which elements are not. Paragraph 6.6 will give an answer on the fourth sub question which is: is there is a relation between the properties of sensemaking and the perceived meaningfulness? The respondents will not be mentioned by name, but they all have a P number. Table 2 gives an overview of the different respondents and to which organization they belong. Throughout this chapter the respondents will be indicated by their P number.

Table 2: Respondents

P1	Public prosecution, legal critic
P2	Police
P3	Project leader ZSM
P4	Police
P5	3RO
P6	3RO
P7	KPC
P8	Public prosecution, public prosecutor
P9	Child protective services
P10	SHN
P11	SHN
P12	Child protective services

6.2 Perceived meaningfulness of ZSM

The first sub question of this research is: *“To what extent is ZSM perceived as meaningful by the Police, Public Prosecution, SHN, 3RO and Child Protective Services?”*. This sub question will be answered in this paragraph. Table 3 will give an overview of the answers that the respondents gave on the first two questions of the interview. So, on the questions what the perceived meaningfulness of ZSM in general is and what the perceived meaningfulness of the four interventions is. This table will not only be used in this paragraph but also in paragraph 6.3.

The respondents could answer on a four-point scale:

- 1 = Particularly meaningful (“bijzonder betekenisvol”)
- 2 = Fairly meaningful (“tamelijk betekenisvol”)
- 3 = Hardly meaningful (“nauwelijks betekenisvol”)
- 4 = Meaningless (“betekenisloos”)

Table 3: Answers of the respondents on interview question one and two

	Mediation in criminal law	JIB	Make amends	Workforce 3RO	ZSM in general	Total
P1	2	1	1	2	1	7
P2	2	2	2	1	1	8
P3	2	1	1	2	2	8
P4	2	2	1	1	1	7
P5	2	2	2	1	2	9
P6	1	3	4	1	1	10
P7	X	X	X	X	2	-
P8	X	X	2	1	1	-
P9	2	X	X	X	1	-
P10	1	2	1	1	1	6
P11	1	2	1	2	2	8
P12	2	2	1	1	2	8
Gem.	1,7	1,9	1,6	1,3	1,4	

The average rate that was given to ZSM in general is a 1,4. In Table 4 we can see which rates were given per organization. The respondents from the public prosecution and the police have the highest perceived meaningfulness and the project leader ZSM and the KPC the lowest. The respondents from 3RO, child protective services and SHN were a little bit more divided because half of them rated ZSM in general with a 1 and the other half rated it with a 2, which gave an average rate of 1,5.

Table 4: Rates ZSM in general per organization

Public prosecution (P1 & P8)	1
Police (P2 & P4)	1
3RO (P5 & P6)	1,5
Child protective services (P9 & P12)	1,5
SHN (P10 & P11)	1,5
Project leader ZSM (P3)	2
KPC (P7)	2

To answer this sub question, ZSM in general is perceived with a 1,4. So, between particularly meaningful and fairly meaningful, and it even leans a little bit (0,1) more toward particularly meaningful. This is not a bad score and the respondents are in general also not very negative. Most of them acknowledge that with ZSM things are going way better than they did before. P4 even sees it as: “as the salvation of criminal law and the Dutch constitutional state” (Appendix 6, p. 99). The speed with which ZSM goes is also positive according to the respondents, this is mentioned by eight of the respondents. P4 mentioned that ZSM really shortened the process times: “before ZSM it took 9 months till 2 years to settle a case and this has been significantly reduced” (Appendix 6, p. 99). The respondents are quite positive but as P7 says: “it can always be better” (Appendix 9, p. 131). There is always room for improvements. P1 says “ZSM is really a hit”, but he also says: “the chain partners are not yet adequately attuned to each other, not even after five years” (Appendix 3, p. 67). So, this could be a point of improvement. Another point of improvement could be that thinking out of the box and being creative should be brought more under the attention. P3 says: “I think that in the beginning when ZSM emerged there were more meaningful settlements than there are now. With meaningful I mean

out of the box.” (Appendix 5, p. 90). P11 and P12 also say that the attention for creative settlements reduces and that people often do not search enough for creative settlements in cases (Appendix 13 & 14).

So, to conclude ZSM in general is perceived by the respondents with a 1,4. The respondents are not that negative, but they do have points of improvements. It can always be better. The speed with which ZSM goes is an improvement for the process times, but on the other hand the speed can also be a bottleneck for reaching creative and out of the box settlements.

6.3 Perceived meaningfulness of the four interventions

The second sub-question of this research is: *“To what extent are the four interventions within ZSM perceived as meaningful by the police, public prosecution, SHN, 3RO and Child Protective Services?”* To answer this question this paragraph will be divided in four sub parts and every part will focus on one of the four interventions.

The first intervention that will be discussed is mediation in criminal law. The average rate that was given to this intervention was a 1,7 as can be seen in Table 3. On a scale from 1 to 4 this is not that bad, because this intervention is still rated between particularly meaningful and fairly meaningful, but looking at the four different interventions mediation in criminal law comes out second last. There are only three respondents that rated this intervention with a 1 and seven that rated it with a 2. What strikes is that two out of the three respondents that rated this intervention with a 1 are employees of SHN (P10 and P11). P10 says: “Through this way you can solve the cause of the conflict much better than if you would just do that in criminal law by punishments. It is particular meaningful when it is about for example neighbour quarrels where there are a lot of problems going on. Giving those neighbours a fine would not solve the underlying cause of the problems or quarrels between the neighbours and would only lead to new filed reports (“aangiftes”)” (Appendix 12, p. 154). P11 says: “The cases that go to mediation have a lot of underlying problems and history and people have a dependency relationship with each other which makes it a good thing to settle those cases through mediation. Get everyone to talk and tell their story.” (Appendix 13, p. 162). So, maybe SHN sees mediation slightly more positive than the other organizations, but overall the respondents are not very negative about the intervention. What strikes is that P2 says that he does not hear what the results or the effects were of this intervention (Appendix 4, p. 81). This is not a good thing for the learning effect. This brings us to the property that sensemaking is retrospective. This means that to make sense, looking back on previous situations is important to do better, to give more sense or meaning next time (Weick, 1995).

The second intervention that will be discussed is JIB. The average rate that was given to this intervention was a 1,9 as can be seen in Table 2. Again, on a scale from 1 to 4 this is not that bad, because this intervention is still rated between particularly meaningful and fairly meaningful but looking at the four different interventions JIB comes out last. The respondents in general rated JIB as the intervention that they thought was the least meaningful. Only P1 and P3 rated this intervention with a 1. P6 even rated this intervention with a 3, because he thinks this intervention is unclear, he does not know how the lines are going and how he should work with it (Appendix 8, p. 119). P6 is not the only respondent that thinks this intervention is unclear. P4 says: “it is removing an old shoe from the box” he does not understand why the public prosecution tried it again under a different name and thought it would work (Appendix 6, p. 98). According to P4 it is the fault of the of the public prosecution that it did not get clearer and worked out (Appendix 6, p. 98). Positive elements of this intervention are according to the respondents that through JIB cases stay outside criminal law, it is a good intervention for cases in the relational sphere and it is good that someone from the public prosecution goes on site. The reason that this intervention comes out last is because it is an unclear

intervention and there is not enough feedback given. So, also here this is not good for the learning effect. P5 did not rate this intervention because he thought that it did not exist anymore (Appendix 7, p. 107). For this intervention to become more meaningful it should become much clearer and feedback should be given.

The third intervention that will be discussed is making amends. The average rate that was given to this intervention was a 1,6. Looking at the four different interventions making amends comes out second best. What strikes is that P6 gave this intervention a 4. P6 says: I do not like how the intervention is used, how this intervention now is used, we are just a disguised collection agency” (Appendix 8, p. 119). But unless this rate of 4, this intervention scored pretty good and overall the respondents are quite positive. This intervention is a good solution for smaller cases. The respondents think that it is a good way to restore relationship between parties, it uses criminal law only as an ultimate solution, it really solves the underlying problems, it gives a fast reaction and you give people the chance to fix their mistake. P11 gave good example of how meaningful this intervention can be. P11 says: “There was a case where a bench was destroyed by someone who was drunk. The suspect said that he was very sorry. I saw in the hearing report (“verhoor”) that the suspect worked as a painter. I then consulted 3RO and concluded that the suspect really regretted his actions. I then contacted the municipality and the municipality said that punishment for them was not important, but they wanted the suspect to learn from this and compensate for the damage. I came with the idea of letting the suspect repair the bench himself.” (Appendix 13, p. 162). P11 also said: “you learn the most of repairing your own damages. This intervention gives you the chance to think creative and that is what I like about ZSM.” (Appendix 13, p. 163). So, overall the responses are quite positive, but for this intervention to become more meaningful there should be more creative and out of the box ways to make amends. According to P6: “Nowadays the question for this intervention often comes from the public prosecution, so that they do not have to worry about the damage. I think that this intervention can be fairly meaningful, but the way it is used now it is hardly meaningful.” (Appendix 8, p. 120). So, it is good to use this intervention, it can be particularly meaningful, but you should not use it because it is an easy solution for the public prosecution. Then you will pass the actual goal of this intervention. When it is used properly which means that creative settlement decisions are being used the context oriented and personal oriented elements of a meaningful intervention are present. When it is only used to collect damages, these elements are not present or to a lesser extent present.

The fourth intervention that will be discussed is workshop 3RO. The average rate that was given to this intervention was a 1,3. Looking at the four different interventions workshop 3RO comes out best. The learning effect of this intervention is much better. If we look at the property sensemaking is retrospective, this property is present in this intervention. Sensemaking is retrospective means that to make sense, looking back on previous situations is important to do better, to give more sense or meaning next time (Weick, 1995). P2 says: “We have daily contact with the probation officers, the communication lines are shorter, and we know what happens. The workshop cases are in the workshop for thirty days, so that makes it easy to get in touch in between about how things are. This intervention gives the feedback about how things are going that JIB and mediation do not give” (Appendix 4, p. 82). P2 says: “Within this intervention there is close contact with the suspect in collaboration with the chain partners” (Appendix 4, p. 82). The collaboration with the chain partners fits the description of the property sensemaking is social. Sensemaking is social means that sensemaking can exist and arise in social environments (Weick, 1995). The construction and interpretations of situations arises in the interaction between people (Weick, 1995). Within this intervention the employees of the different organizations collaborate, which create meaningful interventions/settlement decisions. Within this intervention the circumstances and the background of the suspect are taken into account. This means

that the elements context oriented and personal oriented are present in this intervention. This is also supported by the statement of P5 who works at 3RO who are the initiators in this intervention. P5 says: “they are information brokers, they tie all kinds of information together right in the moment that it matters the most” (Appendix 7, p. 109). The part that P5 says; right in the moment that it matters, is about the speed. According to P5: “They can take temporary supervision. Usually the waiting time is 5/6/7 weeks and that when a case goes to court this can take 3/4 months. In some cases you cannot have those gaps that are created by waiting times, you have to use that time and, in those cases, 3RO jumps into that gap to keep the process and interventions meaningful” (Appendix 7, p. 109). 3RO is somewhat more dominant than for example SHN and 3RO gives good strong guidance in this process, this can also be a reason that this intervention scores higher than the intervention of SHN (making amends).

6.4 The extent to which the properties of Weick’s sensemaking theory are present at ZSM in Groningen

The third sub question of this research is: “*To what extent are the properties of Weick’s sensemaking theory present at ZSM in Groningen?*”. The sensemaking theory of Weick (1995) consists of seven properties. The questions that were asked during the interview should help in deciding to what extent the properties are present at ZSM in Groningen. In this paragraph every property will be discussed separately.

Sensemaking is grounded in identity construction

The first property that will be discussed is sensemaking is grounded in identity construction. To find out if this element is present at ZSM the respondents were asked two questions. The first question was: which aspects of the treatment of a case that make ZSM meaningful for you, from your position? The second question was: what meaningful contribution do you make from your profession in the context of ZSM. Can you provide an explanation of this as an example? The answers that the respondents gave on question 1 are laid out in the Table 5, the answers on question 2 are laid out in Table 6.

Table 5: Aspects of the treatment of a case that the respondents see as meaningful

P1	Truth finding element	That it is meaningful for all parties	Viewing all interests	Looking at the case within legal framework	Thinking about the consequences of your decision
P2	Direct contacts with chain partners	Direct contact with crime team and reporting officer	Collaboration	Help steering towards settlement	
P3	Chain cooperation	Speed/Tit for tat (“lik op stuk”) (will lower the societal costs)	More prominent spot for victims		
P4	Being involved in the entire process	Steering in de process from beginning till end (is not how ZSM is meant to be)	Context-oriented working		
P5	Fully participate in the process	To provide substantive advice	Collaboration		

		(because of speed they (3RO) are sometimes skipped)			
P6	ZSM brings lots of information together	Interventions/settlements can be inserted very quick	You can use the moment of regret/grab the momentum to effectively intervene		
P7	Chain cooperation	Input from all the chain partners			
P8	Being the centre of the process	Talking with a coordinator and not just with everyone	Giving meaning to the job	Having the power to decide	
P9	Giving a quick response	That every party can give input looking at it from their own angle.	Going more in-depth (at the moment this is not the case often enough)		
P10	Collaboration	Contact with other chain partners	Easily consult and exchange information		
P11	Deal with cases immediately	Direct contact with informers (“aangevers”)	Having all the information together	Working together in the same spot	Short communication lines
P12	Delivering customization (take into account situation, circumstances and pedagogical interest	Being context oriented	Preventing recidivism		

Table 6: Meaningful contribution of the respondents from their profession

P1	Giving a content related judgement on the case	Looking at what kind of person the suspect or victim is	Taking a decision, with considering the advices of chain partners	Really think about what should be done with the case	Think about proportionality, try to summon less and less
P2	Warm communication between the different parties.	Keep on monitoring to be well and timely informed	Create understanding	Informing police colleagues which way the case goes, and which influence they have	Help steering towards settlement
P3	Forming an organizational team	Creating an organizational structure for ZSM from the police	Facilitate his people with for example good tools		

P4	Try to give a case a certain turn	Steer on a proper settlement considering the context			
P5	Giving advice	Talking with suspects (visit suspect in jail or calling the suspect)	Writing rappers that can be included in the trial (“zitting”)	Looking at the causes and searching for a solution to the problems	Intervene, do what is necessary. No formats or production standards
P6	Knowing a lot of clients and kinds of problems from working in relief work (“hulpverlening”)	Able to look at clients from different angles. Lots of experience in different work fields.	Giving behavioural interventions		
P7	Making sure no chain partner is being skipped in the process	Monitoring time (“Termijnbewaking”)	Making sure there is speed in the process		
P8	He does not focus on small cases only on special cases	Already knowing at 8 in the morning which cases they have and which he has to focus on	Communicating with chain partners what he things will happen with a case	Giving content to steering	Steering from the beginning on what still needs to be done and which direction he will go with the case
P9	Looking at her cases from a pedagogical approach	Giving input and advice in cases			
P10	Having contact with victims	Giving the information from the victim to the other chain partners	Approach the victim different than the police would do to get different information		
P11	Approaching victims right after the crime is committed	Showing all the options to the victim also the creative settlements	Suggest a solution to the problem		
P12	Telling what the interest of the child is/the pedagogical interest	To connect with the civil law side and the care aspect, which sometimes must be separated from the criminal law side *	Expertise		

What strikes is that the answers the respondents gave are very different. Sensemaking is grounded in identity construction means that the more identity’s you have the better sensemaking can occur (Weick, 1995). So, this property can be measured in the variations of the responses of the

respondents. When there is a greater variety in responses, there are more different identity's which should lead according to Weick (1995) to sensemaking. The answers of the respondents vary a lot. Looking at question 1 the only answer that is given by 50% respondents is the aspect collaboration. So, 50% of the respondents find collaboration a meaningful aspect of the treatment of a case that makes ZSM meaningful. Looking further the rest of the answers differ a lot. The two members of the police (P2 and P4) have a mutual aspect, namely steering in the case. This is not strange because they have the same job. Overall the answers are all very different.

The same is the case for the answers on the second question. There is some overlap between the people of the same organization, like again steering for the respondents of the police (P2 and P4). For the respondents of child protective services (P9 and P12) this overlap lies in their pedagogical approach.

There are no percentages measured for this property. The criterion to determine if this property is present or not is the extent to which the answers of the respondents variate. When there is no variety this property is not present, when there is almost none variety this property will not be sufficiently present, when there is a little variety this property will be present and when there is a great variety this property will be fully present. Overall there is a great variety in answers. So, based on this criterion I argue that the property sensemaking is grounded in identity construction is fully present at ZSM in Groningen.

Sensemaking is retrospective

The second property that will be discussed is sensemaking is retrospective. To find out if this property is present at ZSM the respondents were asked two questions. The first question was: What kind of meaningful interventions /settlement decisions has ZSM achieved in your opinion? The answers that the respondents gave were quite diverse. The four interventions of ZSM were mentioned multiple times and furthermore a lot of the respondents have their own examples of meaningful interventions/settlements decisions. For this property the answers that were given on this question turned out not to be relevant. The answers and especially the examples that the respondents mention can be used in paragraph 6.5 to find out if the elements of a meaningful intervention are present at ZSM Groningen or not.

The second question that was asked was: Is there room for feedback between the ZSM employees within the ZSM process? Is this room also used? The answers of the respondents are displayed in Table 9 (Appendix 2). 10 out of the 12 respondents said that there is enough room for feedback (Table 9, Appendix 2). That is 83,3% and that is pretty high, but on the other side only 7 out of the 12 say this room is used which is 58,3%. There are two criteria to measure to what extent this property is present at ZSM in Groningen. The first criterion is the percentage of people that say that there is room for feedback. When this percentage is between 0%-10% this property is not present. When this percentage is between 11%-60% this property is not sufficiently present. When this percentage is between 61%-80% this property is present. When the percentage is between 81%-100% it is fully present. 83,3% of the respondents said that there is enough room for feedback, which would mean that based on this question the property sensemaking is retrospective would be fully present. The second criterion is to what extent the respondents think this room for feedback is also used. As said in the conceptualization part of this research the second criterion weighs the heaviest, because, for the learning effect it is important that the room is also used. If the room is there but it is not used, this will not contribute positively to the learning effect. Only 58,8% of the respondents said that they think that the room for feedback is also used. Looking at the different percentage categories this would mean that based on the second criterion the property sensemaking is retrospective is not sufficiently present at ZSM in Groningen. Within ZSM people from five different organizations work together. They all work shifts. This means that the team that works at ZSM changes constantly. Also, the respondents

that said yes to the question if the room is used, say that this depends on the person and that the changing shifts within ZSM makes it hard. P8 says: “because of the changing shifts you almost never give feedback to a colleague one to one, so that learning effect is hard at ZSM” (Appendix 10, p. 141). P12 says: “because of the changing shifts you lose connection with the case and therefore you no longer feel the need for feedback” (Appendix 14, p. 174). The learning effect can only occur when the room for feedback is also really used. The percentage of respondents that think this room is really used is only 58,8%. Based on this percentage I argue that the property sensemaking is retrospective, is not sufficiently present at ZSM in Groningen.

Sensemaking is enactive of sensible environments

The third property that will be discussed is sensemaking is enactive of sensible environments. To find out if this property is present at ZSM the respondents were asked the question: Is the SCC North-Netherlands so organized that there is room to create meaningfulness together in ZSM procedures? Is there anything that can be adjusted that could improve this? The answers of the respondents are displayed in Table 10 (Appendix 2). 9 out of the 12 respondents said that the SCC North-Netherlands is so organized that there is enough room to create meaningfulness (Table 10, Appendix 2). That is 75% and that is pretty high.

What is striking is that two of the respondents (P4 and P8) are much more negative than all the other respondents. P4 says that: “that it is arranged worthless. Especially the ‘niet vast kamer’ must become one big space where you can strategically choose a place” (Appendix 6, p. 102). P8 says that: “It is wrong in the first place to house ZSM with the police. Then it really becomes the party of the police. When someone from the central BT here at the Rademarkt has a question he can just walk upstairs to ask it, while members from other BT’s cannot do that. It is not the police its party, it is our product and the police should come to us” (Appendix 10). P8 also says: “The big room is also not practical, because if I receive a phone call I can barely hear the other person talk. So, I have to leave the room to have a conversation on the phone. The building is bad, ARBO technical it should be immediately evacuated. The conditions are not ideal” (Appendix 10, p.142-143). These two respondents are the only respondents that are that negative.

9 out of the 12 respondents have some ideas for adjustments that would make it even better. P1 has the idea of making the ‘vast kamer’ a little bit less noisy (Appendix 3). P5 has the idea to work with digital files (Appendix 7). P7 has the idea that the KPC should also have a central position in the ‘vast kamer’ (Appendix 9). P9 has the idea that there should be some kind of a youth table (Appendix 11).

So, overall the respondents are pretty satisfied about the location. There is one criterion to measure to what extent this property is present at ZSM in Groningen. That is the percentage of yes answers on the question if the SCC North-Netherlands is so organized that there is room to create meaningfulness together in ZSM procedures. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM. The percentage of yes answers is 75%, which means that based on this criterion the property sensemaking is enactive of sensible environments is present at ZSM in Groningen. There could be made some improvements according to the respondents, but overall they are positive.

Sensemaking is social

Sensemaking is social is the fourth property of Weick's sensemaking theory. To find out if this property is present at ZSM the respondents were asked two questions. This first question that was asked was: Are all organizations within the ZSM process equally important or are one or more organizations dominant? Can you give an explanation here, such as examples or your opinion on this? There are two criteria to determine if this property is present. The first criterion is the percentage of people that say that one or more organizations are dominant. When this percentage is only between 0%-10% this property is fully present. When this percentage is between 11%-60% this property is present. When this percentage is between 61%-80% this property is not sufficiently present at ZSM. When the percentage is between 81%-100% it is not present at ZSM.

Looking at all the interviews that were done with the respondents I see that 6 out of 12 (50%) respondents think the police and the public prosecution are dominant and 3 out of 12 (25%) respondents think that only the public prosecution is dominant. This means that 9 out of the 12 respondents think that the public prosecution is dominant which is even 75%. When I look only at this 75%, ZSM does not look very social, but it is also important to look at why the respondents think the police and especially the public prosecution are most dominant. P7 says: "the police is supplier and arrests people and the public prosecution is dominant because they will make the decision. This is the natural hierarchy, it follows and fits the process" (Appendix 9, p. 143). P10 says: "the public prosecution and the police are most dominant, but that does not mean that they are more important than 3RO, SHN and child protective services" (Appendix 12, p. 159). P3 also says something that stands out. P3 says: "I notice that conversations about the development of ZSM take place between the police and the public prosecution and are only later being discussed in the tactical workgroup. I will not deny that the police and the public prosecution are dominant organizations, but this relation comes also because the other chain partners give that space. They have a reactive attitude instead of a proactive attitude" (Appendix 5, p. 94). So, overall the respondents think that the police and especially the public prosecution are dominant, but they do have the feeling that they are equally important. So, 75% of the respondents think that the public prosecution is dominant. Looking at the categories this would mean that based on this criterion the property sensemaking is social is not sufficiently present at ZSM in Groningen

The second question that was asked was: do you have the feeling to belong to one specific organization or to be part of a joint ZSM team? The second criterion to determine to what extent this property is present is therefore to what extent the respondents think they are part of a joint ZSM team. When this percentage is between 0%-10% this property is not present. When this percentage is between 11%-60% this property is not sufficiently present. When this percentage is between 61%-80% this property is present at ZSM. When the percentage is between 81%-100% it is fully present at ZSM.

The answers of the respondents are displayed in Table 11 (Appendix 2). 5 out of the 12 (41,7%) respondents said that that they belonged to a specific organization, 4 out of 12 (33,3%) said that they belonged to a joint ZSM team and 3 out of 12 (25%) did not make a clear statement (Table 11, Appendix 2). Overall the feeling is that ZSM is a team, but they all have the interest of the own organization in mind. P5 says: "I feel more at home at ZSM than at the probation service office" (Appendix 7, p. 114). P7 is the process coordinator of all the chain partners and therefor really has the feeling of being part of a ZSM team (Appendix 9, p. 135). P8 is the respondent that has the strongest feeling to be part of the specific organization. P8 says: "I really am part of the public prosecution and that he is there if it is necessary to correct the police or to put 3RO back on track" (Appendix 10, p. 143). So, overall the respondents think they are a team when they work for ZSM. For almost six months I worked in the same building with the employees of ZSM. What struck me was that people do not feel as one team when it comes to a social level. During lunch break groups of people isolate

themselves from others. P4 says: “this connection is not optimal and that you can see that right away when you walk into the canteen. SHN and child protection services are at one table and sometimes we invite them to come sit with us, and sometimes this happens, but most of the time they chose to sit with their own group” (Appendix 6, p. 103-104). Another element of ZSM that in my opinion makes it hard to become one ZSM team are the constantly changing shifts and also the different working hours of the organizations. P2 also thinks this is a problem. P2 says: “SHN work till 21.00, 3RP works till 20.00 and child protective services work till 17.00. Police and public prosecution work till 22.00 so there you can already see the differences” (Appendix 4, p. 85). This is confirmed by P12 who works for child protective services. P12 says: “I do not see ZSM as my second workspace. This is because I work at ZSM one day in the two weeks and one weekend in eight weeks. I think I am not often enough at ZSM to feel that connection” (Appendix 14, p. 175). So, 33,3% of the respondents that think they belong to a joint ZSM team. Looking at the categories this means that based on this criterion the property sensemaking is social is also not sufficiently present at ZSM in Groningen.

Looking at both criteria I argue that the property sensemaking is social is not sufficiently present at ZSM in Groningen. This does not mean that the employees of ZSM are not a team at all, but this does mean that there are some differences between the organizations that are in my opinion the cause for not being a joint ZSM team. Respondents do feel somewhat like a ZSM team when they work together, but on a social level there are still lots of different groups. There could be some changes to improve this like lunching together, less changing shifts and working the same hours.

Sensemaking is ongoing

Sensemaking is ongoing is the fifth property of Weick’s sensemaking theory. To find out if this property is present at ZSM the respondents were asked one question. The question that was asked was: are you able to make from ZSM a meaningful work process, in which you always standard work as meaningful as possible? The criterion to determine if this property is present or not, is the percentage of yes answers on the question. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM. P1 and P2 immediately say that they do not think the word “standard” fits ZSM (Appendix 3 and 4). Looking at all the interviews I came to the conclusion that 6 out of the 12 (50%) respondents think they are able to work standard as meaningful as possible. What strikes is that it seems that every respondent had a somewhat different idea of working as meaningful as possible means. For example, P6 says: “for every situation I try not only to look at the incident, bus also what kind of problems are behind that incident and what should be done in that specific case” (Appendix 8, p. 126). So, P6 talks more about being context oriented and personal oriented when he talks about working meaningful, but P8 mentions something different. P8 says: “from my job point of view it is meaningful to quickly indicate in larger cases what I want to do with the case, to steer” (Appendix 10, p. 144). Only the fact that the respondents see working meaningful so different makes it hard to develop a way to always work standard as meaningful as possible. What I have discovered by observing and what also is made clear in the answers of some respondents is that there is not one work process, but every individual at ZSM has his or her own work process. Everybody is doing their own thing. What I also discovered is that being meaningful is not something that the employees of ZSM are always thinking of. This was confirmed by two statements, one of P11 and one of P12. P11 says: “The fact that ZSM is also creative is not always under everyone’s attention” (Appendix 13, p. 168). P12 says: “If I am being honest I must admit that I sometimes forget to search for a meaningful settlement in a case. In a lot of cases that can go better. This is also because of the time pressure and the amount of work, but sometimes I also just not know what kind creative settlement there would be possible” (Appendix 14, p. 176). 50% of the

respondents think that they are able to work standard as meaningful as possible. Looking at the categories this means that based on this criterion I argue that the property sensemaking is ongoing is not sufficiently present at ZSM in Groningen. Looking at my own observations I am not convinced that the employees of ZSM are able to make a meaningful work process, in which they always work standard as meaningful as possible. This because the respondents all work quite different. There is not a standard way to work, which is difficult when the shifts constantly change. This means that the employees of ZSM have to work further on a case that their colleagues started even when their approach of a case is quite different. When everyone works different, and a case is handled by multiple persons, being ongoing is difficult. The process will often be interrupted. Being meaningful and creative is also not always under everyone's attention. When it is busy they do forget to be meaningful. This is also a point of improvement.

Sensemaking is focused on and by extracted cues

Sensemaking is focused on and by extracted cues is the sixth property of Weick's sensemaking theory. To find out if this property is present at ZSM the respondents were asked one question. The question that was asked was: What are details/elements in a case that stimulate you to pay more attention to it? Can you provide an explanation of this by giving an example? Sensemaking is focused on and by extracted cues means that sensemaking can exist because people notice events (Weick, 1995). Every person will notice a couple of cues out of all the cues because of the filter that that person has (Weick, 1995). Your own filter and the interest that you have determine which cues you will focus on (Weick, 1995). Within ZSM it is very important that specific details/elements of a case are noticed to deliver custom work. The answers of the respondents are displayed in Table 12 (Appendix 2). The criterion on which I will focus will be the variety in the details/elements that the respondents extract from a case. When there is no variety this property is not present, when there is almost none variety this property is not be sufficiently present, when there is a little variety this property is present and when there is a great variety this property is fully present.

Looking at the answers of the respondents some elements or details are mentioned more often. These details/elements are: age, relationship and criminal record, but I discovered that there is a lot of difference in which elements/details they mention. So, within ZSM it is the case that every person will notice a couple of cues out of all the cues, because of the filter that that person has. There is a great variety in the cues the respondents extract from a case. Therefore, I argue that the property sensemaking is focused on and extracted by cues is fully present at ZSM in Groningen. There is an improvement that could make it easier to extract the cues (details/elements) in a case. The cues (details/elements) are often extracted from the hearing report or could be extracted from the hearing report. The only problem is that the quality of the hearing report sometimes is quite disappointing. P1 says: "The reports of the hearing and the filed report are sometimes really bad. This makes it hard to filter the important elements/details out of especially when they are not mentioned in the reports. Sometimes not enough questions are asked to the suspect" (Appendix 3, p. 76). P6 says: "The (social) reports of the hearing are not good. Sometimes a suspect says something strange in the hearing, but the officers do not ask further about that. This makes our job later on more difficult and there is also a bigger chance that we will miss crucial things" (Appendix 8, p. 126). P6 mentions an example: "there was a man who was arrested for shoplifting and during his hearing he said that Willem Alexander was to blame for everything. When I talked to this man it turned out that he was psychotic. The Police did not do anything with the statement of the man. Maybe is not important for the shoplifting case, but it is important to know if you can let this man free, if that is safe" (Appendix 8, p. 126). So, the quality of the hearings and filed reports can be improved which will make it even easier to extract cues.

Sensemaking is driven by plausibility rather than accuracy

Sensemaking is driven by plausibility rather than accuracy is the seventh and last property of Weick's sensemaking theory. To find out if this property is present at ZSM the respondents were asked one question. The question that was asked was: can you convincingly communicate the outcome of the ZSM process to your constituency? And why can you do this or why can you not do this?

Sensemaking driven by plausibility rather than accuracy means that sensemaking needs a good story (Weick, 1995). Accuracy is not the most important for sensemaking to arise, it is about how you tell the story. The organizations that work at ZSM also have departments that do not work at ZSM, their constituency. ZSM employees need to communicate with their constituency and this is also important for the ZSM process and the meaningfulness of the ZSM process. The constituency also plays a part, sometimes in advance/in preparation, sometimes after the outcome/the settlement decision. The answers of the respondents are displayed in Table 13 (Appendix 2). The criterion to determine if this property is present or not is the percentage of yes or no answers on the question. When the percentage of yes is between 0%-10% this property is not present. When the percentage of yes is between 11%-60% this percentage is not sufficiently present. When the percentage of yes is between 61%-80% this property is present at ZSM. When the percentage of yes is between 81%-100% it is fully present at ZSM.

9 out of the 12 (75%) respondents said that they were able to convincingly communicate the outcome of the ZSM process to their constituency. P7 said: "I do not have to do this. I will always refer to the legal critic ("beoordelaar") to do that" (Appendix 9, p. 136). P3 said: "It is hard. I work at ZSM for 5 years, but we forgot to make the connection with the BT's" (Appendix 5, p. 96). P6 said: "Should be done more. There are problems with this communication with the constituency within the probation services themselves. The policy of the probation services is not good for this process and they should create more insight in the process for their constituency" (Appendix 8, p. 127). Looking only at the 75% it looks like the communication with the constituency goes rather good, but looking at why they say they are/are not able to do this it brings a little more nuance. As earlier stated by P3: they forgot to make the connection with the BT, other organizations also forgot to make this connection with their constituency. The overall idea that I get is that there is a lot of incomprehension from the constituency towards ZSM. They often do not know what ZSM exactly is and why they work the way they work at ZSM. A positive point is that 75% of the respondents are able to convincingly communicate the outcome of the ZSM process to their constituency, but to do this they have a lot of explaining to do. P12 says: "When I take one of my colleagues with me to ZSM who never worked there, I get way more respect of that person for all the work I do" (Appendix 14, p. 177). P11 says: "I can make clear how ZSM works and what the goal of ZSM is and in which way we try to achieve that goals" (Appendix 13, p. 169). This is a confirmation for my observation that there is a lot of incomprehension from the constituency towards ZSM. P3 said: "when the people from the BT come on a work visit they finally understand what we do at ZSM" (Appendix 5, p.96). So, most of the respondents are in the end able to convincingly communicate the outcome of the ZSM process to their constituency. 75% of the respondents say that they are able to do that. Looking at the different categories this means that based on this criterion I argue that the property sensemaking is driven by plausibility rather than accuracy is present at ZSM in Groningen. The extent to which this property is present could be improved by making a better connection with the constituency. The BT's are very important in delivering the hearing reports and the filed complaints. I already have concluded that the hearing reports and filed complaints are too often not of good quality. It is possible that the employees of the BT's are not aware of the great influence they have on the meaningfulness of ZSM, because there is a lot of incomprehension for them about ZSM. They deliver the basic documents, these documents are the foundation and when the foundation is bad you will notice this in the entire process.

Conclusion

Table 15 will give an overview of the seven properties of sensemaking from Weick (1995) and to what extent they are present at ZSM in Groningen. There is no property that is totally not present at ZSM in Groningen, but there are three properties that are not sufficiently present.

Table 15: Presence of the seven properties

Property:	Fully present	Present	Not sufficiently present	Not present
Sensemaking is grounded in identity construction	x			
Sensemaking is retrospective			x	
Sensemaking is enactive of sensible environments		x		
Sensemaking is social			x	
Sensemaking is ongoing			x	
Sensemaking is focused on and by extracted cues	x			
Sensemaking is driven by plausibility rather than accuracy		x		

6.5 Are the elements of a meaningful intervention present at ZSM Groningen?

To find out if the elements of a meaningful intervention are present at ZSM Groningen, the respondents were asked two questions. The first question that was asked was: What kind of meaningful interventions/settlement decisions has ZSM achieved in your opinion? The answers that the respondents gave on this question are displayed in Table 7 (Appendix 2). There are some differences in what the respondents see as a meaningful intervention/settlements decision. P5 and P12 gave an example of a case in which they made a decision that gave the suspect a second chance. were they really changed the future of the suspect by being context oriented and personal oriented (Table 7, Appendix 2). P8 says: “There was a case in which a suspect was arrested for shoplifting and on his photo, you could see that the suspect had a tattoo in his neck with the letters ACAB, which means all cops are bastards. I saw this and concluded that this was an insult, which means that the suspect had to go to trial for the shoplifting case and for the insult. When the suspect arrived at the suit/trial he already had his tattoo removed. Then you really achieve what you want to achieve, namely stopping the situation, with a very focused approach” (Appendix 10, p. 140). This already shows that the respondents have a different idea of what a meaningful intervention/settlements decision precisely is.

The second question that was asked was: are the characteristics of a meaningful intervention: context oriented, personal oriented, selective, quick (where possible), carefully executed, recognizable, visible and noticeably present in the interventions/settlement decisions that you have just identified as meaningful? The answers that the respondents gave on this question are displayed in Table 8 (Appendix 2). What this overview shows is that some respondents say that all elements are present in the cases they treat within ZSM, but recognizable, visible and noticeably are (almost) never specifically mentioned. I think that these elements are somewhat unclear to the respondents

Context oriented, personal oriented and speed are all mentioned in both a negative and positive way. It seems to be that there is a trade-off between context oriented and personal oriented on one side and speed on the other side. When you want to be context oriented and personal oriented this takes time, so this means that the speed can come under pressure. This also works the other way around. When you

want to work quick you do not always have the time to be context oriented and personal oriented. So, the elements context oriented, personal oriented, selective, quick (where possible) and carefully executed are present at ZSM, but context oriented and personal oriented are not always thought of by everyone. This should be brought more under the attention. P12 says: “the focus lies on speed” (Appendix 14, p.174). So, because there is a trade of between these elements it is important that the focus lies not only on speed. Otherwise context oriented and personal oriented will be pushed to the background.

The employees of ZSM are professionals and the law is always considered, therefor the element carefully executed is present at ZSM in Groningen.

The element selective is not really explicitly mentioned in the answers, because I think this element was not clear for the respondents. Being selective means to take the right cases in criminal law and apply the right settlement possibility’s for the cases (there are multiple possibilities for settlements, also outside criminal law); to be able to deliver customized work, creativity is required within the applicable laws and regulations (Landelijk Programma ZSM, 2013). To see if this element is present the focus will be on if you can speak of customized work, creativity and if the right settlement possibility was applied. This is being done to little. The customized decision and the creative settlements are not always under everyone’s attention. P11 also mentioned this as a point of improvement. P11 said: “bring the option for creative settlements more under the attention” (Appendix 13, p. 167). The element selective is therefore not sufficiently present at ZSM in Groningen.

Recognizable, visible and noticeable were somewhat vague for the respondents and are (almost) never specifically mentioned. Recognizable means that you should be unambiguous in what you do (Landelijk Programma ZSM, 2013). Visible means that you show what you do (Landelijk Programma ZSM, 2013). Noticeable means the effect of what you do is noticeable (Landelijk Programma ZSM, 2013). I think that these three elements are closely connected to giving feedback. The employees of ZSM do not always get feedback about the interventions, therefor they sometimes do not know what the effect of an intervention is, what others do and if they are unambiguous. Therefor I argue that these elements are not sufficiently present at ZSM in Groningen. An overview of the presence of the elements of a meaningful intervention at ZSM in Groningen is given in Table 16.

Table 16: Presence elements of a meaningful intervention at ZSM in Groningen

Element of a meaningful intervention	Fully present	Present	Not sufficiently present	Not present
Context oriented		x		
Personal oriented		x		
Selective			x	
Quick (where possible)		x		
Carefully executed		x		
Recognizable			x	
Visible			x	
Noticeable			x	

6.6 Is there a relation between the properties of sensemaking and the perceived meaningfulness?

The fourth sub question of this research is: *“Is there a relation between the properties of sensemaking and the perceived meaningfulness?”*. In the previous paragraphs the properties of sensemaking and the perceived meaningfulness are discussed. This means that now all the information is known that is necessary to answer this question.

What stands out is that the reasons the respondents give for perceiving ZSM as meaningful or not, connect well with four of the properties of sensemaking. These four properties are sensemaking is grounded in identity construction, sensemaking is retrospective, sensemaking is social and sensemaking is ongoing.

A positive and meaningful element of ZSM is according to the respondents that they work together with all the different partners which all have their own expertise. A positive contribution within ZSM according to P9 is: *“that every party can give input looking at it from their own angle”* (Appendix 11, p. 148). When I look at the sensemaking theory of Weick (1995) this is covered by the property sensemaking is grounded in identity construction, which is fully present at ZSM in Groningen. So, there is a relationship between the perceived meaningfulness of ZSM and sensemaking is grounded identity construction.

The first element within ZSM that is not that positive is feedback and the learning effect. This is said by multiple respondents. P8 says: *“because of the changing shifts you almost never give feedback to a colleague one to one, so that learning effect is hard at ZSM”* (Appendix 10, p. 141). P12 says: *“because of the changing shifts you lose connection with the case and therefore you no longer feel the need for feedback”* (Appendix 14, p. 174). When I look at the sensemaking theory of Weick (1995) this is covered by the property sensemaking is retrospective, which is not sufficiently present at ZSM in Groningen. So, there is also a relationship between the perceived meaningfulness of ZSM and sensemaking is retrospective.

The second element of ZSM that is not that positive is the collaboration and the relation of the employees of ZSM. P1 says *“ZSM is really a hit”*, but he also says: *“the chain partners are not yet adequately attuned to each other, not even after five years”* (Appendix 3, p. 67). When I look at the sensemaking theory of Weick (1995) this is covered by the property sensemaking is social, which is also not sufficiently present at ZSM in Groningen. So, there is also a relationship between the perceived meaningfulness of ZSM and sensemaking is social

The third element of ZSM that could be a point of improvement is that thinking out of the box and being creative should be brought more under the attention. P3 says: *“I think that in the beginning when ZSM emerged there were more meaningful settlements then there are now. With meaningful I mean out of the box.”* (Appendix 5, p. 90). P11 and P12 also say that the attention for creative settlements reduces and that people often do not search enough for creative settlements in cases (Appendix 13 & 14). When I look at the sensemaking theory of Weick (1995) this is covered by the property sensemaking is ongoing. ZSM in Groningen did not yet succeed in creating a work process in which they work standard as meaningful as possible. All the respondents have their own way of working and their own way of creating meaningfulness. This means that there is also a relationship between the perceived meaningfulness of ZSM and sensemaking is ongoing.

So, there is a direct relationship between these four properties of the sensemaking theory and the perceived meaningfulness. The other three properties are present at ZSM Groningen, but these properties are not properties that the respondents are really aware of and therefore have not a direct relationship with their perceived meaningfulness. They do have an indirect relationship with the perceived meaningfulness, because without the respondents awareness these properties do influence the perceived meaningfulness.

For example sensemaking is enactive of sensible environments. The respondents do not mention elements on their own (“uit zichzelf”) that match this property, but after asking them if SCC North-Netherlands is so organized that there is room to create meaningfulness together, they all have something to say and almost all the respondents can think of an improvement. The same is the case for sensemaking is focused on and by extracted cues. By asking which elements/details in a case stimulate them to pay more attention to it, I got an overview of their answers. Based on their answers it stood out that they do all extract different cues. This does have an influence on the perceived meaningfulness, but the respondents were just not so aware of that. The last property is sensemaking is driven by plausibility rather than accuracy. This property also has an indirect relationship with the perceived meaningfulness. After asking the respondent if they were able to convincingly communicate the outcome of the ZSM process to their constituency, the majority said that they were able to do this, but that is was not easy and often required some explanations. While asking this question some awareness emerged that the constituency is also important in creating meaningfulness.

6.7 What would the respondents like to change to ZSM to make it more meaningful?

The last question that was asked to the respondents was a very open question. There were asked: if you could change something about the ZSM procedure to make it more meaningful in your eyes, what would it be? The answers of the respondents are displayed in Table 14 (Appendix 2). There are some improvements that the respondents mentioned that I think must be implemented. Points of improvements are according to the respondents (Table 14, Appendix 2):

1. Improving the letters people receive, for example letters to victims. To prevent an article 12 procedure which costs a lot of time and money.
2. Improving the quality of the filed complaints and hearing reports.
3. Increase the understanding about ZSM among the police officers of the BT's.
4. More permanent presence, a more stable team.
5. Working with digital files.
6. Creating awareness of am I working meaningful, be aware that perhaps a creative solution is possible.
7. 3RO (and maybe also SHN and child protective services) should facilitate more hours at ZSM
8. Better transfer of information and decisions (also feedback). To prevent that people have to do things twice, which costs a lot of money and unnecessary time.

These recommendations will be further discussed in paragraph 7.3. In that paragraph they will be linked to a property of Weick that should improve from that specific recommendation.

7. Conclusion

7.1 Introduction

In the previous chapter the data that was gathered through interviewing twelve respondents was discussed and the four sub questions were answered. In this chapter the data and the answers on the sub questions will be used to answer the main research questions. After answering the research question there will be a brief discussion about this study. And at last some recommendations will be given.

7.2 Main research question

Now it is time to answer the main research question which is: *“To what extent do the properties of sensemaking from Weick influence the perceived meaningfulness of ZSM?”*. Paragraph 6.6 already gave an answer on the question if there was a relationship between the properties of sensemaking and the perceived meaningfulness of ZSM. The conclusion from paragraph 6.6 is that all properties have a relationship with the perceived meaningfulness of ZSM, but there is a difference in a direct relationship and an indirect relationship. The respondents were asked to what extent they thought ZSM was meaningful and they answered this by giving a rate and explaining why. By doing this they mentioned elements of ZSM that they thought were meaningful. These elements could be matched to a certain property of sensemaking and therefore this is called a direct connection. The four properties that have a direct connection are sensemaking is grounded in identity construction, sensemaking is retrospective, sensemaking is social and sensemaking is ongoing. The other three properties (sensemaking is enactive of sensible environments, sensemaking is focused on and by extracted cues and sensemaking is driven by plausibility rather than accuracy) have an indirect relationship. The respondents were not aware of the influence of these properties on the perceived meaningfulness, they did not recognize it.

The difference between the main research question and the fourth sub question is that the main research question explicitly asks to the extent to which the properties of sensemaking influence the perceived meaningfulness. The extent was not quantitatively measured in this research, but with the answers of the respondents on the different questions and my own knowledge I can definitely say something about this. The perceived meaningfulness of ZSM in Groningen was rated with a 1,4 by the respondents. Overall the respondents are satisfied with ZSM and do think that ZSM is way better than how it was before. The respondents do mention some points that could improve the meaningfulness of ZSM. I argue that the eight improvements that are mentioned in paragraph 6.7 would improve the presence of the three properties that are at this moment not sufficiently present. The properties that are not sufficiently present at ZSM in Groningen are sensemaking is retrospective, sensemaking is social and sensemaking is ongoing. These three properties have the greatest influence on the perceived meaningfulness of ZSM.

Sensemaking is retrospective would become more present when they will start working with digital files, because this makes it easier to follow a case and to look back on a case. Giving and getting feedback would become easier. Better transfer of information and decisions (also feedback) would also be positive for this property to become more present.

Sensemaking is social would become more present when the understanding of the constituency about ZSM would increase, when there would be a more permanent presence at ZSM, when 3RO, SHN and child protective services would facilitate more hours at ZSM and when the employees of ZSM would become more one team.

Sensemaking is ongoing would become more present by improving the letters that are sent to victims/suspects, by improving the quality of the hearing reports and the filed complaints, by creating awareness if you are working meaningful/awareness of creative settlement decisions and by creating a more unanimous work process.

So, the properties sensemaking is retrospective, sensemaking is social and sensemaking is ongoing have a considerable influence on the perceived meaningfulness. There are points of improvements that are part of these properties that would increase the perceived meaningfulness of ZSM a lot. ZSM is a complex process where a lot of employees of five different organizations have to work together. The lack of feedback, the lack of feeling as one ZSM-team and the lack of having one standard work process are the most important points of critique the respondents have on ZSM. These points should be improved. The lack of feedback is not good for the learning effect. When nobody points out each other's mistakes, no improvements can be made. The lack of feeling as one ZSM team goes somewhat together with the lack of having one standard work process. What I observed is that every individual person at ZSM has his or her own work process. Everyone does his or her own thing. So, not only the different organizations have their own work processes, but every individual employee has their own work process. This is not a positive point, because this makes it harder to take over a case from your colleague, which is every day's business, because of the constantly changing shifts. More unity should be created to make it easier to take over each other's work. More unity would also decrease the chance of losing information within the process of the changing shifts. These are points of improvement that I have observed and that multiple respondents have spoken of and are important for the perceived meaningfulness of ZSM. For these improvements concrete recommendations will be given in paragraph 7.4.

To conclude: all the properties of Weick have a relationship with the perceived meaningfulness of ZSM, either a direct or indirect relationship. This means that all the properties have some influence on the perceived meaningfulness of ZSM in Groningen. I argue that the perceived meaningfulness of ZSM in Groningen is most influenced by sensemaking is retrospective, sensemaking is social, and sensemaking is ongoing. ZSM is overall seen as a good change but the respondents have indicated that sensemaking is retrospective, sensemaking is social, and sensemaking is ongoing are the properties where the greatest progress can be made.

7.3 Discussion

For this research, literature and interviews were used to find out to what extent the properties of sensemaking from Weick (1995) influence the perceived meaningfulness of ZSM. Twelve respondents were interviewed. Two respondents per organization and one project leader ZSM and one KPC. The respondents were chosen randomly. The only condition was that they had to work at ZSM for at least one year, so that they would really know the process. Based on only these twelve respondents cannot be said if with a repeat of this research, the results would be the same and that the results of this research are valid. Therefore, the group of respondents was too little. The conclusion that I can draw from this is that to find out if the results of this research are valid, it should be done again and with a larger group of respondents.

The answers that the respondents gave showed that there is a relation between the properties of sensemaking from Weick (1995) and the perceived meaningfulness of ZSM. A possible explanation for this conclusion can also be given by (Weick, 1995). According to Weick (1995) there are five occasions for sensemaking to occur. These five occasions are discussed in chapter 3. Three of the five occasions fit ZSM. These occasions are information load, complexity and turbulence. ZSM is a complex process in which five organizations work together under time pressure. The information load at ZSM is also pretty high, because they deal with approximately fifty cases a day. Turbulence is

defined as a combination of instability (frequency of change) and randomness (frequency and direction of change). The approximately fifty cases a day that ZSM has to deal with are all different and unique. Therefore turbulence is present within ZSM. The fact that these three occasions fit ZSM can explain why sensemaking occurs at ZSM.

Looking at the theory of Weick I argue that this theory was a good tool for this research. Disadvantages of the theory are that it is somewhat vague, there are open ends and it is very open to your own interpretation. This can mean that the way I interpreted the sensemaking theory of Weick would not be the way in which someone else would interpret this, which could lead to a whole other research or other results. The reason I argue that this theory was a good tool for this research is, because the ZSM process was a new policy that is implemented and was a reform in criminal law. According to Worden and McLean (2017, p. 167): “When a reform is introduced, organizations and actors within must first define what they understand the reform to mean at a broad level and also for their everyday work life.” This forming of own interpretations and looking for order and routines is what Weick describes as sensemaking (Weick, 1995; Worden & McLean, 2017). So, this theory is a good tool to look at the meaningfulness of ZSM. It showed that the properties of Weick do influence the perceived meaningfulness of ZSM, and by knowing this, the taskforce ZSM can use this to improve the meaningfulness of ZSM.

This research focuses on ZSM in Groningen. ZSM is used somewhat different throughout the Netherlands and therefore it is hard to decide to what extent the results of this research are generalizable for ZSM nationwide. Some ZSM locations already work with digital files and some ZSM locations are arranged differently. I do think that the fact that there is a relation between the seven properties of Weick and the perceived meaningfulness of ZSM is applicable to ZSM nationwide. But the extent to which the properties are present at the different ZSM locations will vary and the recommendations that can be made to increase the presence of the properties will therefore also vary.

My advice for further research is to do this research again but with some changes. First of all, I would recommend to do this research on a bigger scale, with more than twelve respondents and with surveys ZSM broad to support the qualitative data. This because with such a small group of respondents it is hard to make statements with certainty. I also would recommend looking at the questions that were used to operationalize the concept of sensemaking. I cannot say with certainty that these questions operationalize the concept in a good way. For example, the question that was asked to the respondents about if sensemaking is driven by plausibility rather than accuracy. The question that was asked could also be about accuracy and therefore it could be that this question did not really measure what it was supposed to measure. Another change I would make to this research is that I think that it would also be good to compare ZSM locations, to look to what extent the results are generalizable or not.

7.4 Recommendations

In this paragraph recommendations will be given to the taskforce ZSM with regard to the improvement of the meaningfulness of ZSM.

I argue that the improvement of the presence of the property sensemaking is retrospective is very important, because this property has a great influence on the perceived meaningfulness, as discussed in chapter 7.2. If there is very little feedback the learning effect is gone. To be meaningful you have to learn from your mistakes. In chapter 6.4 the extent to which this property is present at ZSM in Groningen was discussed and some improvement points were mentioned. Concrete recommendations that result from that are:

- Working with digital files. This will make it easier to see from each other what is being done in a case. It will create insight. It will also be easier to work on the same case together. It gives the opportunity to easily change your advice, makes the advice of the other partners visible which could lead to brainstorm sessions and it would be very easy for the KPC to check if every partner had the chance to say something about the case.
- Better transfer of information (also feedback). To prevent that people have to do things twice, which costs a lot of money and unnecessary time. More feedback needs to be given, because than you can learn from each other success and mistakes.

The presence of the property sensemaking is social should also be improved, because I argue that this property has a great influence on the perceived meaningfulness, as discussed in chapter 7.2. The employees of ZSM must work as one team with one shared interest. In chapter 6.4 the extent to which this property is present at ZSM in Groningen was discussed and some improvement points were mentioned. Concrete recommendations that result from that are:

- Increase the understanding of the constituency about ZSM. The constituency have an important task within ZSM, some in the beginning by making the hearing reports and the complaint files, some in the end by giving behavioural trainings. They need to understand how ZSM works, what the goals of ZSM are and how important their part is in the process.
- To get a closer ZSM team it is important to have a more permanent presence, a more stable team. The employees of child protective services are not present often enough to feel the strong connection with ZSM. The constantly changing shift also makes the giving of feedback hard. People lose the connection with a case and therefore also the need to give feedback.
- 3RO, SHN and child protective services need to facilitate more hours at ZSM. Everyone working the same hours would create more of a team spirit.

The last property of which I argue that the presence should be improved is sensemaking is ongoing. I argue that also this property has a great influence on the perceived meaningfulness of ZSM, as discussed in chapter 7.2. There should be more unity and more of one joint work process. Now every individual is doing their own thing. This is bad for the meaningfulness, because taking over each other work is difficult when everybody does their own thing. It causes for information loss in the process of passing on the process to a colleague which is bad for the meaningfulness. In chapter 6.4 the extent to which this property is present at ZSM in Groningen was discussed and some improvement points were mentioned. Concrete recommendations that result from that are:

- Improving the letters people receive, for example letters to victims. To prevent an article 12 procedure which costs a lot of time and money, but more in general to create more understanding for decisions.
- Improve the quality of the hearing reports and the filed complaints. I have concluded that the hearing reports and filed complaints are too often not of good quality. It is possible that the

employees of the BT's are not aware of the great influence they have on the meaning. But they deliver the basic documents, these documents are the foundation for a meaningful process and when the foundation is bad you will notice this in the entire process.

- Creating awareness of an I working meaningful, be aware that perhaps a creative solution is possible. The respondents stated that being creative, thinking out of the box and being meaningful is not always under everyone's attention. Try to increase this awareness by hanging up posters or by building in a pop up in the digital files.
- Try to create a joint work process where the basis is for everyone the same. The differences in identities of employees and which cues they extract are a good thing, but all having a totally different own work process is not a good thing. This happens between organizations, but also internally in specific organizations. For example by the police. Every police liaison is using and handling the cases differently. The folders that they work with have a cover sheet that needs to be filled in by them. Everyone fills this in differently which causes frustration between the police liaisons. So, the last recommendation is to create a more unanimous work process.

These recommendations are made based on the theory of Weick (1995), my own observations and the answers of the respondents. These recommendations are important for the taskforce ZSM to improve the perceived meaningfulness of ZSM in Groningen.

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Appendix 1: Interview protocol

Interviewnummer: P

Interview vragen:

Introductie:

Allereerst wil ik u hartelijk danken voor uw deelname aan dit onderzoek. Ik ben een master student in de richting van Public Administration aan de Universiteit van Twente. Voor mijn afstuderen doe ik onderzoek naar de mate waarin de elementen van sensemaking theorie van Weick invloed hebben op de ervaren betekenisvolheid van ZSM door de medewerkers.

Het doel van mijn onderzoek is te kijken of er een verband is tussen de elementen van sensemaking en de ervaren betekenisvolheid van ZSM, om zo te bekijken of ZSM wel zo betekenisvol is als het zou moeten zijn. Een ander doel is om aanbevelingen te kunnen geven over hoe we ZSM betekenisvoller kunnen maken.

Betekenisvolheid is een lastig en breed begrip. De definitie van een betekenisvolle interventie die binnen ZSM wordt gegeven is “een context- en persoonsgerichte (selectieve) en waar mogelijk snelle interventie, die zorgvuldig wordt uitgevoerd.” Deze beslissing moet herkenbaar, zichtbaar en merkbaar zijn voor de verdachte, het slachtoffer, de samenleving en de medewerkers betrokken bij ZSM (Salet & Terpstra, 2017, p. 2).

Het interview zal ongeveer 60 minuten van uw tijd in beslag nemen. Er zal vertrouwelijk met uw gegevens worden omgegaan en de resultaten worden geheel anoniem verwerkt. Wanneer ik vraag naar uw situatie, gaat het uitdrukkelijk om uw persoonlijke situatie. Er zijn dus geen goede of foute antwoorden mogelijk. Het gaat om uw eerste spontane reactie en u moet niet te lang nadenken.

Om er zeker van te zijn dat ik uw antwoorden goed overneem zou ik het gesprek graag opnemen. Gaat u hiermee akkoord?

Ik zal allereerst een paar vragen stellen over uzelf.

1. Voor welke organisatie bent u werkzaam?
2. Wat is uw functie?
3. Hoelang bent u al werkzaam bij ZSM?

Dan gaan we nu echt beginnen met het interview.

1. Allereerst ben ik benieuwd hoe betekenisvol u de verschillende betekenisvolle interventies van ZSM vindt. Er zijn er vier, namelijk mediation in strafrecht, justitie in de bus, goedmaken en werkplaats 3RO. Deze zullen we een voor een langsgaan en daarbij vraag ik u aan te geven hoe betekenisvol u deze interventies vindt op een schaal van bijzonder betekenisvol tot betekenisloos en waarom.
 - a. Mediation in strafrecht: vindt u dit bijzonder betekenisvol, tamelijk betekenisvol, nauwelijks betekenisvol of betekenisloos?
 - b. Justitie in de bus (JIB): vindt u dit bijzonder betekenisvol, tamelijk betekenisvol, nauwelijks betekenisvol of betekenisloos?
 - c. Goedmaken: vindt u dit bijzonder betekenisvol, tamelijk betekenisvol, nauwelijks betekenisvol of betekenisloos?
 - d. Werkplaats 3RO: vindt u dit bijzonder betekenisvol, tamelijk betekenisvol, nauwelijks betekenisvol of betekenisloos?
2. Nu we hebben bekeken hoe betekenisvol u de verschillende interventies vindt zou ik graag willen weten hoe betekenisvol u ZSM in het algemeen vindt en waarom? U mag antwoorden

in dezelfde antwoord categorieën van bijzonder betekenisvol, tamelijk betekenisvol, nauwelijks betekenisvol of betekenisloos?

Dan wil ik nu graag nader ingaan op de ZSM-procedure.

Sensemaking is grounded in identity construction

3. Welke aspecten van de behandeling van een zaak maken ZSM voor u, vanuit uw functie, betekenisvol?
4. Welke betekenisvolle bijdrage levert u vanuit uw professie in het kader van ZSM. Kunt u hier een toelichting op geven zoals een voorbeeld?

Sensemaking is retrospective

5. Welke betekenisvolle interventies/afdoeningsbeslissingen heeft ZSM bereikt volgens u?
6. Zijn de kenmerken van een betekenisvolle interventie: context gericht, persoonlijk gericht, selectief, snel (waar mogelijk), zorgvuldig uitgevoerd, herkenbaar, zichtbaar en merkbaar aanwezig in de interventies/afdoeningsbeslissingen die u zojuist hebt aangemerkt als betekenisvol?
7. Is er in het ZSM-proces ruimte voor feedback/terugkoppeling tussen de medewerkers van ZSM? Wordt hier ook gebruik van gemaakt?

Sensemaking is enactive of sensible environments

8. Is het SCC Noord-Nederland zo ingedeeld dat er ruimte is om samen betekenisvolheid te creëren in ZSM-procedures? Is er iets dat aangepast kan worden dat dit zou kunnen verbeteren?

Sensemaking is social

9. Zijn alle organisaties binnen het ZSM-proces even belangrijk of zijn één of meerdere organisaties dominant? Kunt u hier een toelichting op geven zoals voorbeelden of uw mening hierover?
10. Heeft u het gevoel bij één specifieke organisatie te horen of deel uit te maken van een gezamenlijk ZSM-team?

Sensemaking is ongoing

11. Lukt het u om van ZSM een betekenisvol werkproces te maken, waarbij er altijd **standaard** wordt gekeken om zo betekenisvol mogelijk te werken?

Sensemaking is focused on and by extracted cues

12. Wat zijn details/elementen in een zaak waardoor u geprikkeld wordt om er meer aandacht aan te besteden? Kunt u hier een toelichting op geven zoals een voorbeeld?

Sensemaking is driven by plausibility rather than accuracy

13. Kunt u de uitkomst van het ZSM-proces overtuigend terugkoppelen naar uw achterban? Waarom wel of niet?

Afsluitende vraag

14. Als u iets aan de ZSM-procedure zou mogen veranderen om het meer betekenisvol te maken in uw ogen, wat zou dit dan zijn?

Dan zijn we aangekomen bij het einde van het interview. Heeft u nog vragen voor mij over het interview of het onderzoek in het algemeen?

Als u verder geen vragen meer heeft wil ik u hartelijk bedanken voor uw deelname. Ik zal de opname stoppen.

Appendix 2: Tables

Table 7: What kind of meaningful intervention/settlement decisions has ZSM achieved?

<p>P1</p>	<ul style="list-style-type: none"> ○ He says there are a lot. He thinks that it is better to look at it per group. Looking at cases with minors he says it is meaningful that child protective services gives customized advice. This advice is almost always adopted by the public prosecution. In cases with minors punishment is not the most important, but the pedagogical effect is. ○ A punishment order (strafbeschikking) is a good tool from the public prosecution. This tool makes it possible to impose: fines, community service, behavioural interventions. But this can only be used for crimes where the maximal punishment is 6 years ○ In cases with adults they are really focused and he thinks that that is the core of a meaningful intervention. That you look together with the chain partners what is desired in the case. Every case is different, and you must look at every case and suspect separately. Look at the context. He says if someone stole a bread because he/she lives on the street and was very hungry that should be taken into account. He says that when someone says that he or she stole a crate of beer that feel different and you should take another decision in that case. ○ He thinks that a meaningful intervention depends entirely on the case and what the problems are.
<p>P2</p>	<ul style="list-style-type: none"> ○ Workshop cases ○ An action from SHN where something can be settled with a handshake ○ He mentions an example that the police contacts a community police officer (wijkagent) and asked him to talk with the local residents or neighbours, to then come back with his story and based on that story they will make a decision.
<p>P3</p>	<ul style="list-style-type: none"> ○ He says that in the beginning of ZSM there were more meaningful intervention that were also out of the box. He says that then they said with a youthful shoplifter that he/she can work for that shop owner for a couple of hours, outside the systems, and by doing that you buy off your sentence and you will get no criminal record. ○ Neighbour's quarrel that escalate and where reports (aangiftes) are filed. He says that you can try to get those neighbour's together again with the help of a community police officer and try to keep it outside criminal law. So, outside ZSM and outside the four interventions of ZSM ○ With youth problems within neighbourhoods the community police officer can make arrangements with the youth group. He says that it turns out that this can be sort of an insurance (stok achter de deur) which can help in achieving things, without having to drag it into criminal law. in collaboration with a BT, municipality or veiligheidshuis you can achieve things without using criminal law. He says that these things were done more in the beginning of ZSM.
<p>P4</p>	<ul style="list-style-type: none"> ○ The development of the intervention making amends (goedmaken) where SHN got a more dominant role, because they expose the side of the victim very good. ○ The workshop 3RO (werkplaats 3RO) ○ Halt is being involved in the process so that will give more direct lines in the cases with minors. ○ Summary justice (snelrecht) is also a meaningful settlement because otherwise you had nothing you could use on asylum seekers who commit crimes and who are not or hardly not in the Netherlands ○ He says there was also another settlement but that does not really exist anymore. That was the option of paying directly and then immediately get rid of everything. P4 hopes that in the future this settlement will be used again. He says that it still happens sometimes when a public prosecutor thinks that then at least we will have the money.

P5	<ul style="list-style-type: none"> ○ He gives an example of a meaningful intervention/settlement. A boy, 18 years old, was kissing on a bench with his girlfriend. The elementary school that is located across from the park teaches biology in the park. Some children, 8/9 years old, start yelling: Kissing Kissing! They start to throw leaves at the boy and girl. The boy said that they had to stop but the children did not listen. The boy got angry and slams the heads of the children against each other and the children ran off. The boy was arrested and P5 reads in the report of the hearing that he wants to become class assistant and follows the education for this. P5 video called the boy to talk about what happened. The boy said that he did not understand any of it, because he would normally never do something like this. P5 said to the boy that he had to tell his mentor about what happened and that he would check this if he was ok with it, and the boy was ok with it. The case was put on hold. P5 checked if the boy talked about this incident with his mentor and the boy had done that. His mentor said to P5 that she could not image the boy doing this, he was normally very good with children. P5 and the mentor had agreed that the mentor and the school would support him if this would be necessary. There has been some mediation between the boy, the school and the parents and that was the end of it. He was dismissed under conditions (voorwaardelijk sepot) but he did not get a criminal record and the rest of his life was not ruined, because of this one mistake, this one incident.
P6	<ul style="list-style-type: none"> ○ He gives an example of a case where there was a suspect of arson that lived within an institution for people with intellectual disabilities. There was not enough evidence, but it was clear that the suspect was the arsonist. Instead a waiting P6 thinks that it is better to act immediately and for example let the institution know with what kind of person they are dealing. According to P6 that will give the institution the possibility to get a psychiatrist involved. Criminal law does not offer any solution because of the lack of proof, but P6 thinks that by taking these steps you are doing a meaningful job, also for the society. ○ P6 is a behavioural intervention trainer and he thinks that the use of trainings that 3RO has in like for example: cognitive skills, domestic violence and aggression control are meaningful interventions. Important is to start those trainings as soon as possible after someone is arrested, because then they are most effective.
P7	<ul style="list-style-type: none"> ○ Dismissed under conditions (voorwaardelijk sepot) with a 3RO importance. This gives a settlement but also relief work (hulpverlening) with some coercion. The conditions are good for if someone makes the same mistake again, because than you can add it again. ○ Making amends (goedmaken) or mediation and especially in cases of violent neighbour quarrels to really bury the hatchet
P8	<ul style="list-style-type: none"> ○ He gives an example of a case in which a suspect was arrested for shoplifting and on his photo you could see that the suspect had a tattoo in his neck with the letters ACAB which means all cops are bastards. P8 saw this and concluded that this was an insult which means that the suspect had to go to trial (naar zitting gaan) for the shoplifting case and also for the insult. When the suspect arrived at the suit/trial (zitting) he already had his tattoo removed. P8 says that you then really achieve what you want to achieve namely stopping the situation with a very focused approach.
P9	<ul style="list-style-type: none"> ○ Reprimand so a sort of mediation from the police between the suspect and the victim ○ Halt ○ For minor the range is somewhat more limited according to P9.
P10	<ul style="list-style-type: none"> ○ Making amends (goedmaken) ○ Mediation
P11	<ul style="list-style-type: none"> ○ He gives an example of a case where everyone thought about referring the case to a trip trial (zitting), but Halt just started working as a new chain partner that day and they said that halt could also handle that case. That is a positive element of ZSM according to P11. That everyone can say something from their own profession. ○ Making amends (goedmaken). He thinks it is good that people must make apologies to the victim themselves. Really must show regret and that it does not go through the

	<p>public prosecution service but face to face, through calling or giving a bouquet of flowers.</p> <ul style="list-style-type: none"> ○ Creative settlements. The waiting times of creative settlements are much shorter and they can be realized faster and you can prevent from getting a criminal record according to P11.
P12	<ul style="list-style-type: none"> ○ Making amends (goedmaken) ○ Sometimes you really must zoom in on a case. She gives an example of a case where a boy was arrested with a little bit of cocaine, two or three xtc pills and he had quite a bit of cash on him. Therefore there was a dealer indication. All alarm bells went off and people were thinking about going to trial or to summon (dagvaarden). After zooming in a little bit further it seemed that the boy wanted to go into the army. She says he police had a good impression of this boy and his mother made an adequate impression. P12 says they decided at ZSM that the boy could go to halt, but he might as well have been a dealer. You can never know that for sure. But a young boy that has no criminal record, that wants to go into the army, also does an education to go into the army must get a second chance according to P12. The public prosecutor video called with the boy and said that he can go to halt, but that he really had a narrow escape. This is a case where if you were under time pressure could have said ok dealer indication, investigation of child protective services and then a trip trial (zitting) you would have changed that kids whole life.

Table 8: Elements of a meaningful intervention

P1	<ul style="list-style-type: none"> ○ Speed: He think that speed may never be decisive. Quality is more important than quantity. The deal is that cases are settled if possible, within seven days. Does this not work for whatever reason it has to be settled within thirty days. When a case goes to JIB, you know for sure it will take at least six weeks. ○ Personal oriented and context oriented: He thinks those two are important. You must see everything in context. You have to make difference in how you look at a minor and how you look at an adult. You have to make difference in how to handle a first offender and how to handle someone with a very big criminal record. So, he thinks that personal-oriented and context-oriented approach is the core of ZSM
P2	<ul style="list-style-type: none"> ○ Yes, they are present because if you do not apply those elements you are not meaningful either. He says you search for selective, smart, society oriented and victim oriented and with these items you search for the most meaningful settlement that is possible. All the elements have an influence and are considered, in some cases one more than the other, but you take them into account according to P2. The art is to focus well and look if all the information is collected, if there is a partner that still needs information, do we need to get information from social work, do we need to know something from the general practitioner, do we need to look at family members or investigate the past of the suspect. You take all the meanings for the s in ZSM into account like selective, smart and fast. ○ Personal oriented and context oriented: is important because it matters if someone steal because he has no money and has nothing to eat or if someone just saw a radio in a store and just wanted to have it. You deal with it very differently. The intentions with which a crime was committed are considered.
P3	<ul style="list-style-type: none"> ○ He says that sometimes those elements are present and sometimes not, that really depends on how the professionals handle it individually ○ What is not good is that in a case where multiple public prosecutors are involved they all have their own opinion about the case according to P3. This can mean that in one case three to four different insights are present which can work very frustrating. This can give the police, the supplier in this whole story, a lot of unnecessary extra work. ○ There should be focused more on context and more deepening into the cases. In that area further development could be achieved internally within ZSM but also in the

	direction of the police and the basic teams to look even better at the interests of the victim and suspect
P4	<ul style="list-style-type: none"> ○ P4 says that that these characteristics are not looked at properly. They work too little context oriented. They work too little with the circumstances why someone committed the crime, why it happened. If do see this the case goes to workshop 3RO. ○ SHN and child protection services could also create their own workshop 3RO cases.
P5	<ul style="list-style-type: none"> ○ He says that every element is present in the case he mentioned about the boy that slammed two children with their heads against each other. He says that if the if the context is insufficiently considered that it is their task to bring that context under the attention and to show the impact of the context. ○ He thinks that all elements are considered in every settlement.
P6	<ul style="list-style-type: none"> ○ The cases that are handled within workshop 3RO are always personal oriented because then there is more time to look at the case. ○ When he reads that someone that is arrested receives social welfare or has debt counselling he tells that a fine is maybe not the most obvious punishment, because this does not fit the problem of the client. So that is being personal oriented and context oriented ○ Speed and resulting from this time pressure is a bottleneck (knelpunt). Speed can be a positive point and a negative one because time pressure can work against you and make you less careful. But he thinks that the system is still more desirable as how it was before.
P7	<ul style="list-style-type: none"> ○ Looking at the element visibility and recognizable it is not really clear for who it should be visible. There are not many stories about ZSM in the papers. In the beginning there were, in the beginning they were very eager and if they had scored a success they wrote a press release. At some point, even every public prosecutor had to twitter. For the victim it could be more visible and recognizable now than before ZSM because they can receive a bouquet of flowers two days after the crime was committed and that is pretty visible and noticeable. ○ Personal oriented and context oriented are elements that are present according to P7 ○ Selective is also an unclear element according to her. She says that they deal with every case that comes in. ○ Speed is something she monitor herself ○ Carefully executed is also the case according to her because they work with professionals and she monitors the process of the case and makes sure that every chain partner gets the chance to say something about the case
P8	<ul style="list-style-type: none"> ○ A bottleneck for the public prosecutor can be that he/she must do a lot of things at once. Deciding in a case, register for arraignment (voorgeleiding) by filling in a form while in the meantime the phone can go, because you must be accessible for coordinators. When this happens all at once it can get exciting according to P8. Then it is really busy. He says it can be hard to keep you head cool especially because they work in a busy space with a lot of people. ○ He says that then it can be hard to look be personal oriented, context oriented and selective when it is that busy. Then you just must decide, and it is possible that that you cannot pay the same attention to all the elements.
P9	<ul style="list-style-type: none"> ○ She thinks looking at speed that generally speaking the settlements are fast, but looking at mediation the decision to do that is made fast, but it takes a long time before it really take place. ○ With minors she has her focus on being personal oriented. With minors it is important not to criminalize. It is important to look at the situation and look if there is something else you can do instead of dragging it into criminal law. Like sending a letter to the parents as a warning and letting the children know that they are watched, which can work preventive. ○ She sometimes misses the deepening within the cases, the really looking at the context and seeing every case as a different one.

P10	<ul style="list-style-type: none"> ○ She thinks all the elements are taken into account ○ Selective. A bottleneck can be that sometimes a case is forward to the intervention making amends (goedmaken) when it really is not a making amends kind of case. The suspect really need to be sorry and must be willing to make amends. The victim must also really benefit from it, it should not be the case that the suspect only uses this intervention just to get away easy with what he did. There must be a better look at when this intervention is used.
P11	<ul style="list-style-type: none"> ○ A dependency relationship between people can be an indicator to go for a creative settlement. With cases of domestic violence you can use workshop 3RO, with neighbour quarrels you can use JIB. When people need to keep dealing with each other it is good to be sharp on creative settlements ○ Time/speed can be a bottleneck, because sometimes time gets in the way of working personal oriented or context oriented. Sometimes the feeling can arise that you must get on and that then a standard settlement is chosen.
P12	<ul style="list-style-type: none"> ○ She says that in the example she mentioned in the previous question all elements were presents ○ But is general she says that there is a bottleneck between context oriented and personal oriented on the one side and speed on the other side. She says that the focus lies on speed.

When an element is made red: this means it is mentioned in a negative way, when it is yellow it is mentioned in a neutral way or they mentioned that it has a negative and positive side and when it is made green it is mentioned in a positive way.

Table 9: Feedback

	Room for feedback?	Is this room used?
P1	Yes	No. <ul style="list-style-type: none"> ○ Too little use is made of it. Even though everyone works in the same room, they do not seek each other enough. You would say it is easy to walk to someone else if he works so close to you, but in practice this does not work that way. He thinks that there should be consults, not very long consults, but short consult per case about who do you need in this case, are there damages, what do we want with the case etc. At this moment everyone is too busy with their own discipline, and he understand that, but he thinks that they really need to seriously consider the role of the other parties. ○ He says feedback is also about telling someone if you do not agree with the decision, then you must discuss this with each other, and this also happens to little.
P2	Yes	No <ul style="list-style-type: none"> ○ He says that he missed the feedback on cases. He understands that because of the masse, the hectic and the delusions of the day it deteriorates and weakens, but it should not be. He says that he does not need feedback in all cases but for example cases that they discussed in the tuning consultation (afstemmingsoverleg) it could be the case. ○ He says that also feedback on how everybody does their job is not given. He says that also in their own work meeting too little time is spent on it.
P3	Yes	No <ul style="list-style-type: none"> ○ Also, he says that too little use is made of it. In the past they had feedback session to stimulate the collaboration, but this project failed. This fails because feedback sounded negative.

		<p>They are going to set up reflection sessions based on case studies. So, he says there is room, but it just is not used and now they are trying to pick it up again</p> <ul style="list-style-type: none"> ○ Feedback about the cases is also not giving according to P3. He says that a settlement decision is taken and the public prosecution does not give feedback on this to the chain partners while very clear agreements have been made about that.
P4	No, because it is not created	<p>No</p> <ul style="list-style-type: none"> ○ There is no feedback about the settlement of a case ○ People also not consult each other often enough while dealing with the case. He never saw it happen that an employee of 3RO would ask if the suspect could be as this or that. This not even have to be about the committed crime but can be more about the context. ○ Actually, there should be created more moments of serenity regarding the feedback.
P5	Yes, there even were training 1,5 years ago	<p>Yes</p> <ul style="list-style-type: none"> ○ But it is something that should be in the culture. At 3RO it is much more common than at the public prosecution or maybe the police. The cultures of the organization differ. ○ Giving feedback on each other is not given a lot but he also thinks that that is not necessary, he had done it twice and that worked out fine. ○ The feedback about the settlements of cases is also good. They receive a copy of the settlement decision and put that in their system. ○ 3RO itself could give some more feedback and can be more explicit about it. They can share more, keep others posted and register well, because if he has duty then he should know what his colleague has noted 1,5 week ago.
P6	Yes	<p>Yes</p> <ul style="list-style-type: none"> ○ There are work floor consults where you can indicate if things are not going well. Not only between people of the same discipline but also from 3RO to the police and the other way around. So, there is room to do that and he has the feeling that he can walk up to anyone for example a legal critic (beoordelaar) or a public prosecutor and tell them that h did not like a decision and to ask why they would not do it differently. But he also says that this depends on the person. ○ He thinks people consult each other often while dealing with a case because people are physically close together.
P7	Yes	<p>Yes</p> <ul style="list-style-type: none"> ○ She says that this happens ad hoc. That people say to each other ok that case went that way, but it would be better if it had went that way. In her opinion this work fine. ○ She says that she addresses a police liaison (politiekundige) if she sees that he gives a case to the legal critic (beoordelaar) when SHN has not had the chance yet to say something in that case. She has the feeling that they can and dare to give that feedback. ○ She thinks people consult each other often while dealing with a case. She coordinates the process, so she has a she has a good helicopter view of it.
P8	No	No

		<ul style="list-style-type: none"> ○ He thinks that this is a very difficult point within ZSM. He sometimes gets confronted with decisions that his colleague has made and where he disagrees with it. But because of the changing shifts you almost never give that feedback to a colleague one to one, so that learning effect is hard at ZSM. In the weekends it would be easier to give feedback because than you will have the same team of the public prosecution there the whole weekend.
P9	Yes, there were trainings about that	<p>Yes</p> <ul style="list-style-type: none"> ○ But she thinks is depends on the person. She thinks that some people are easier to give feedback to then others, but she thinks that everyone know how to find each other for consultation, that is really the trend.
P10	Yes	<p>Yes</p> <ul style="list-style-type: none"> ○ There is a work floor consult were all the partners are represented. ○ The police and the public prosecution sit next to each other in the room and SHN, 3RO and child protection services are located on the other side of the room so it can happen sometimes that you miss some information and they have to walk up there to make that known. But there is room to indicate that ○ She notices that when it is busy cases go faster from the police to a legal critic (beoordelaar) without passing 3RO or SHN. So, they and the KPC must remain alert that a case passes every chain partner ○ She has the idea that it is very easy to approach a police liaison (politiekundige), public prosecutor or someone from 3RO to consult.
P11	Yes	<p>Yes</p> <ul style="list-style-type: none"> ○ Before mediation there was SIB (victim in the picture) and they always received beautiful reports back from that. Report of what was discussed and what came out of it. ○ Between themselves they are talking about cases. For example, within the making amends (goedmaken) intervention SHN has the contact with the victim and 3RO has the contact with the suspect and SHN and 3RO consult each other then and give feedback. ○ He thinks there is also room to tell someone if he/she does someone not in a good way and that also happen. He says that you must show the interests of your organization or in SHN's case of the victims. You're not there to let other people completely walk over you. ○ He also says that some public prosecutor or somewhat more compliant than others but generally people listen. ○ Brainstorming together in a case happens to little, that could be done more often. There is a consult every morning at 10.30 but the employees of SHN start at 09.00. So, at 10.30 they do not have enough information to fully participate in the consultation. But the consult at 10.30 will disappear and there will come another work process. ○ In general, the consultation is good and they get every settlement decision.
P12	Yes	<ul style="list-style-type: none"> ○ Yes ○ Everyone can give everyone feedback at all times

		<ul style="list-style-type: none"> ○ What makes the giving of feedback harder is the changing shifts at ZSM. She tries to write reports with information about what she thinks of a case, but sometimes the police have to do more research in a case and because the case will be settled the next day. She works only that day so her colleague must take over the case. She thinks that it maybe would be better if people will work a week continuously at ZSM, because how it is going now you lose the connection with the case and therefore you no longer feel the need for feedback. And if you still feel the need to give feedback the colleague that you want to give to does not work at ZSM for another week. Or you will miss the settlement decision because you are only there one day a week, so you cannot give feedback on a decision that you do not know. ○ She thinks that the culture does allow to tell people if you think they are doing something wrong ○ Because everybody works in the same room people will easily go brainstorming together.
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Table 10: SCC North-Netherlands

SCC so organized that there is room to create meaningfulness?		Adjustments to improve this
P1	Yes. Because there are all kinds of agreements and the tuning consultation (afstemmingsoverleg).	<ul style="list-style-type: none"> ○ The tuning consultation will get a different interpretation, because it is not meaningful know. Often nothing yet can be said about the cases because of lack of information ○ You should look at each case separately and decide which cases need more effort and which cases can be settles quick ○ A disadvantage of working in one room is that it is noisy in the afternoon, which is not good for the quality, because you need the rest to read. Maybe the room should be smaller with less people and that you decide things in a smaller setting in a quieter place. maybe at a foldable cocktail table somewhere.
P2	Yes. The rooms and spaces are arranged good, you can find each other very quick also because they still work with physical files	No improvements
P3	Yes	<ul style="list-style-type: none"> ○ There are two selection centres in Groningen. One for the process of suspects that are arrested (vast kamer) and one for the process of suspects that are free (niet vast kamer). P3 thinks you should merge those two centres. Just for the fact that 3RO and child protection services are not represented in the process of the suspects that are free. By merging those two centres the chain partners can share even more.
P4	No, it is arranged worthless	<ul style="list-style-type: none"> ○ Especially the niet vast kamer must become one big space where you can strategically choose a place.

		<ul style="list-style-type: none"> ○ And where parties do not suffer from each other. So, when SHN is calling with a victim and that bothers another that you can do something about that. He says that they have screens in Haarlem that someone can put down when there calling, so that it does not bother other people anymore. It is very important to be in one room together but there should be a chance to choose strategically. ○ Better climate control
P5	Yes. Many institutions can make an example out of it. It is very easy to walk up to each other to consultate.	<ul style="list-style-type: none"> ○ A point of improvement could be digital files like in East-Netherlands. Every chain partner then works in one file, the file does is not physically with 1 partner, is less vulnerable and would be more efficient.
P6	Yes. It is arranged good.	No improvements
P7	Yes. It is good that all chain partners work in one room. The niet vast kamer had some changes. The KPC sits now with his/her back to the wall so he/she can oversee everything. And the composition of the desks changed so that now the police and a legal critic share a desk. To avoid the emergence of islands.	<ul style="list-style-type: none"> ○ The KPC should also get a central position in the vast kamer. So that she also can oversee everything there. Now she can see what the police liaisons (politiekundigen) are doing but not what the legal critics (beoordelaars), SHN, 3RO and child protective services are doing.
P8	No.	<ul style="list-style-type: none"> ○ It is wrong in the first place to house ZSM with the police. Then it really becomes the party of the police. When someone from the central basic team here at the Rademarkt has a question, he can just walk upstairs and walk in to ask it while members from other basic teams cannot do that. It is not the police its party, he says it their (public prosecutions) product and the police should come to them. ○ The big room is also not practical, because if he receives a phone call he can barely hear the other person talk. So, he must leave the room to have a conversation on the phone. So maybe work with less people in in one room. ○ The building is bad, ARBO technical it should be immediately evacuated. The conditions are not ideal.
P9	-	<ul style="list-style-type: none"> ○ There should be a youth table within ZSM. Youth and minors are a specific group and a lot of people do not know how to handle these cases.
P10	Yes. The niet vast kamer has already been changed and improved. SHN now also has a permanent place there	<ul style="list-style-type: none"> ○ The tuning consultation (afstemmingsoverleg) is going to be changed and she thinks that is a good thing, because it was not always very effective.

P11	Yes. You work together in a relative small room, so you can follow everything. Short communication lines are positive.	<ul style="list-style-type: none"> ○ The tuning consultation (afstemmingsoverleg) is going to be changed and she is curious how this will work out. That every has already read the case, then come together for consultation per case, and then take a decision. She thinks that that is typical ZSM.
P12	Yes. The room is small but that also makes it easy to consult. The youth tuning consultation in the afternoon is also a good thing.	

Table 11: Specific organization or joint ZSM team?

	Specific organization/ Joint ZSM team	Reason:
P1	Specific organization	He thinks that he has good contact with everybody, but on the question if he was an OM'er or ZSM'er he said that he was an OM'er. He says that that is his role within ZSM and that he must take that role seriously. He says that you cannot be a ZSM'er that you are always a policeman or an employee of SHN with all as a goal that you perform that role well. Which mean according to P1 that you listen to others, take people seriously and treat them in a neat way.
P2	Joint ZSM team	As he as a police liaison (politiekundige), as a person and as a chain partner works with his partners he sees this as a unit. It could be improved, but that has to do with choices, money and capacity. According to P2 SHN work till 21.00, 3RP works till 20.00 and child protective services work till 17.00. Police and public prosecution work till 22.00 so there you can already see the differences.
P3	-	He has the feeling that he is especially occupied with the chain collaboration, but with the understanding that he also should represent the interests of the police. That when a decision is taken within the tactical workgroup which would be an administrative burden increase for the police, then he will have an opinion about that and try to not let that happen. Even if that means that that puts the brakes on a development that would be very desirable for ZSM. But he thinks that it is healthy when within a chain collaboration to consider the interest of your own organization.
P4	-	He says that in the beginning of ZSM he really felt as part of the police. The group of people that worked at ZSM was to big according to P4. He says that for example for 3RO there was a different employee at ZSM every day, you will not get a connection if this is the case. Now they have reduced the group. They have a smaller group and then you get a certain connection according to P4. He says that this connection is not optimal and that you can see that right away when you walk into the canteen. SHN and child protection services are at one table and sometimes you invite them to come sit with you, and sometimes this happens, but most of the time they chose to sit with their own group. There can be an improvement.
P5	Joint ZSM team	He feels more at home here than at the probation service office. He thinks that ZSM works as one organism
P6	Specific organization	He says that when he works at ZSM he has the feeling that he is a part of a jointly ZSM happening, but he is clearly part of the probation service of the salvation army (het leger des heils). So, not part of the probation services, but explicitly part of probation service

		of the salvation army. He thinks that the management of the three different probation services should have one joint vision more. This is a bottleneck, because probation services switches way to slowly for the process of ZSM, the organizational structures 3RO broad do not facilitate that. According to P6 it is the case that there are three different organization with a lot of own managers who cannot make decision together, at least not that fast as ZSM needs.
P7	Joint ZSM team	She has noticed that sometimes people look at the KPC as if he/she is really part of team public prosecution. She is now following a KPC course and she noticed that in the course description was written that the KPC should form a team with the public prosecutor. She totally disagreed with this, because she is also the process coordinator of SHN she also guards their interests, she is also process coordinator of 3RO because she also guards their interests. She sees it has her job to make sure that all the chain partners are equal within ZSM
P8	Specific organization	He says that he clearly belongs with the public prosecution and that is also what he renders (uitstraalt). He says that it is nice that they all work together, for example with the police bit he does not feels himself as a part of the police. He says that he really has the feeling that he is part from the public prosecution and that he is there if it is necessary to correct the police or to put 3RO on track.
P9	Specific organization	But she says that she also thinks that is the case, because employees of child protection service work at ZSM only one day. Every day of the week another employee of child protection service take place at ZSM. For them ZSM is not a permanent job, it is just one of the tasks they must do. So, that can be the reason that she does not feel that binding or connection.
P10	Specific organization	She says that at first, she feels the most connected with SHN. They stand up for the interests of the victim according to P10. But she also says that they do that in the complete picture of ZSM, they are doing this all together. So, in some way that also feels like a team. Together you want to make good settlement decisions for everyone that is involved.
P11	Joint ZSM team	He says that when he goes to work it feels like he is working for ZSM but with SHN in is mind. But he says that it really feels as a ZSM team for him.
P12	-	She does have the feeling that everyone really works together at ZSM. When she works at ZSM she does have the feeling that she does the work for ZSM, but she does not see ZSM as her second workspace. She says that this is, because she works at ZSM one day in the two weeks and one weekend in eight weeks. She thinks she is not often enough at ZSM to feel that connection. She is the ingredient of the child protective services in the ZSM soup, according to P12

Table 12: Details/elements in a case that stimulate to pay more attention to it.

Details/elements		Example
P1	<ul style="list-style-type: none"> ○ Behaviour ○ Drug use ○ Minor ○ Relation between victim and suspect 	
P2	<ul style="list-style-type: none"> ○ Age ○ Judicial documentation ○ Relationship for example neighbours 	An 82-year-old woman that steals two apples with no judicial documentation. This makes him think about what is going on.
P3	<ul style="list-style-type: none"> ○ Preselect (indication of recidivism risk with minors) ○ With domestic violence a detail can be if there are little children in the house ○ Age 	<p>A case with six minors that are arrested for bicycle and car theft. Four of them had a high preselect and two had a low preselect. This could be a trigger for him in wanting to know what is going on. Why are those two with a low preselect involved in this, why do they have contact with those four with a high preselect.</p> <p>A 78-year-old man that steals a sausage at a supermarket. Why does he steal a sausage at that age? What is going on?</p> <p>A 17-year-old law school student that has no money and who steals a salad in a supermarket. Look at the context, do you want to give this person a criminal record</p>
P4	<ul style="list-style-type: none"> ○ Sad circumstances ○ Age 	<p>When you read in a case of domestic violence that it is already going on for years. Then he thinks something really needs to happen</p> <p>An 82-year-old man who never shoplifted, his mind still works perfectly, why did he do something like this?</p>
P5	<ul style="list-style-type: none"> ○ Age ○ Certain sentences from the hearing reports <ul style="list-style-type: none"> - how has it happened - what statements does he/she make 	<p>Young or old girls that shoplift.</p> <p>Statements like I do this more often, never been arrested but for the last two years I do this often.</p> <p>Statements like I do not matter anymore from an 18-year-old boy that shoplifted something for three euros.</p>
P6	<ul style="list-style-type: none"> ○ Things that are not obvious ○ Being on the monitor multiple times 	Statements like Willem Alexander was to blame for everything
P7	<ul style="list-style-type: none"> ○ Striking judicial documentation ○ Domestic violence with little children 	The KPC controls all cases in the beginning. When she sees that the suspect has some strange documentation for example that he was

		also on the ZSM monitor last week, she will attach that file. The KPC also put striking details/elements on the suspect monitor
P8	<ul style="list-style-type: none"> ○ Sensitivity because of publicity ○ Heaviness of the case ○ Complexity of the case 	
P9	<ul style="list-style-type: none"> ○ Age ○ Group crimes ○ High preselect 	
P10	<ul style="list-style-type: none"> ○ Relationship ○ Problems like mental disorder ○ If it already goes on for a longer time ○ Someone did it before 	For example, when parents file a complaint against their child For example, when someone did the same thing to is ex-girlfriend
P11	<ul style="list-style-type: none"> ○ Domestic violence ○ Neighbour quarrels so relation ○ Criminal record ○ Regret from the suspect 	When someone does not have a criminal record, you could think of a creative solution that does not give him or her a criminal record. When someone has a criminal record of 40 pages this can be different. If a suspect has regret maybe it can be a case for the making amends (goedmaken) intervention
P12	<ul style="list-style-type: none"> ○ Atypical cases ○ Weird crimes ○ Crimes where there is a lot of care ○ Cases that originate from the problems of the suspect 	When a minor is in an institution because of his aggressive behaviour that institution should not file a complaint against this minor when he broke someone there.

Table 13: Can you convincingly communicate the outcome of the ZSM process to your constituency?

	Can you do this?	Why?
P1	Yes	He thinks that this is also very important, and they maybe should invest more in explaining the outcome. He gives an example of a case in which a woman was disqualified from an asylum centre for a week. It was cold, and the woman could not go anywhere, so she went back to the asylum centre. She was arrested for doing this and she spends the night in jail. The next day the police officer starts hearing her for committed a legal offense. An interpreter needs to be hired because of the language barrier and the police officer is busy with this case all day. P1 gets this case on his desk to decide about it and he says that this is not a case for criminal law. This is about policy and COA should handle this in a different way, so the case was dismissed (geseponerd). When he told this to the police officer the police officer got furious but when P1 explained why this happened the police officer understood it in the end
P2	Yes	He says that he can do this because he is still 180% behind what they are doing there and what they can achieve with the chain collaboration, with being context oriented and victim oriented. He says that sometimes it clashes, because the police officer really wants to see a punishment, but then he can explain why punishment maybe is not the best solution

P3	Is hard	He says that they have worked on ZSM for five years, but they forget to make the connection with the basic team (BT). The BT's seen ZSM as a burden because the people at ZSM ask things of them that take extra that. People in a BT would like to be out on the streets as long as possible, they do not like the administrative burden. He says that they do need to explain to the BT's why they do this, why they ask this information for them and why they like for extra work from them. There is lack of understanding in the BT. When the people from the BT come on a work visit they finally understand what they do at ZSM and he wished everyone from the BT to get a look behind the scenes to get a better understanding.
P4	Yes	He says that he can do that, because he knows how everything works. He says that he knows that that they sometimes miss choices in the settlement, that that is a pity, but that he can communicate that. He says that that will be accepted than, but he also says that ZSM is not always well understood.
P5	Yes	He says that he can do it, but that they do not listen. According to him this is an organizational problem of three different probation services. He says that at ZSM the intervene very early on in process and their back office is not used to this. Their back office is used to take the time, doing it in a scientific way, put in on paper very extensive. So, they don't understand how they work at ZSM
P6	Should be done more	He also says that there is are problem with this communication with the constituency within the probation services themselves. The policy of the probation services is not good for this process and there they should create more insight of the process for their constituency.
P7	-	She does not have to do this. She will always refer to the legal critic (beoordelaar) to do that.
P8	Yes	He says that he always can explain his decisions. He tells the police liaisons (politiekundigen) why he made a certain decision so that they can communicate that with the BT's. He explains this to the police liaison one to one and he also says that the police liaisons are experienced enough to predict which way a case would go. So, the decision often does not surprise the police liaisons according to P8.
P9	Yes	She always explains in a work form why she made a certain decision/gave a certain advice. She also says that her colleagues often do not explain their decision on the work form.
P10	Yes	She says that this also happens a lot, because colleagues of her that do not work at ZSM sometimes do not see the added value of it. She says that the moment she explains why ZSM is good and why it is nice for the victim to quickly hear wat is going to happen, their opinion about ZSM turns. She says that than they understand is a bit better. Ignorance can be a bottleneck.
P11	Yes	He says that he can make clear how ZSM works and what the goal of ZSM is and in which way they try to achieve that goals.
P12	Yes	She says that she can do this because at ZSM they really think about what would be the best approach for that specific situation. She says that she is only accountable for the cases that they (child protection service) must do research in. She also says that her colleagues that do not work at ZSM think that she has nothing to do all do when she only sends in two cases for research. They have no idea what they all do at ZSM according to P12. She says that when she takes one of her colleagues with her to ZSM who never worked there, she gets way more respect of that person for all the work she does.

Table 14: Changes that would the ZSM process more meaningful

What should he/she change?	
P1	<ul style="list-style-type: none"> ○ The letters people receive ○ Quality of the filed complaints (aangiftes) and hearing reports ○ Increase the understanding about ZSM among the police officers ○ Change the way how procedure start*
P2	<ul style="list-style-type: none"> ○ Round table in the vast kamer and for the tuning consultations (afstemmingsoverleg) ○ Take some more time for tuning consultation (15 minutes) to discuss cases more in depth ○ More permanent presence, a more stable team
P3	<ul style="list-style-type: none"> ○ Throw all guidelines away to become more flexible again
P4	<ul style="list-style-type: none"> ○ Involve the advocacy, let them take place at the ZSM table to let them have a say in what should happen with the suspect and it would make is easier to give fines. ○ Get the public prosecution out of their comfort zone and let them thinks and do things more out of the box ○ Make the public prosecution a little bit less defining and the other chain partners should become somewhat more dominant
P5	<ul style="list-style-type: none"> ○ Digital files ○ Awareness of am I working meaningful by for example putting up a poster. Build in a reflection moment, that you take a moment to think about whether you are delivering meaningful work. ○ Not having/making too many protocols ○ Juridical knowledge within 3RO should increase ○ Collaboration with GGZ should improve. They should live more in reality. Now their only norm is: psychotic yes or no. ○ They need more people of the social domain to make ZSM meaningful like veiligheidshuizen and veilig thuis.
P6	<ul style="list-style-type: none"> ○ 3RO should facilitate more hours at ZSM ○ 3RO needs to grow more and faster ○ Policy and management of 3RO should change. The organization of the three different organizations should change
P7	<ul style="list-style-type: none"> ○ Being a little less strict on the transit times (doorlooptijden) to have more time for looking at the suspect ○ Optimal tuning consultations (afstemmingsoverleg). In every case also the afternoon cases collaborate with all the chain partners.
P8	<ul style="list-style-type: none"> ○ Better transfer of information and decisions. When this does not happen people have to do things twice, which cost a lot of unnecessary time. ○ Getting rid of the tuning consultation (afstemmingsoverleg) which is already being done.
P9	<ul style="list-style-type: none"> ○ A youth table
P10	<ul style="list-style-type: none"> ○ Better explanation towards the victim why a certain decision is being made to prevent an article 12 procedure which costs a lot of time and money.
P11	<ul style="list-style-type: none"> ○ Bring the option for creative settlements more under the attention.
P12	<ul style="list-style-type: none"> ○ Becoming aware of the fact that perhaps a creative solution is possible ○ That the public prosecutor will take a last look at the case, with the people that were involved, before it will be settled to look if it was the only and best option.