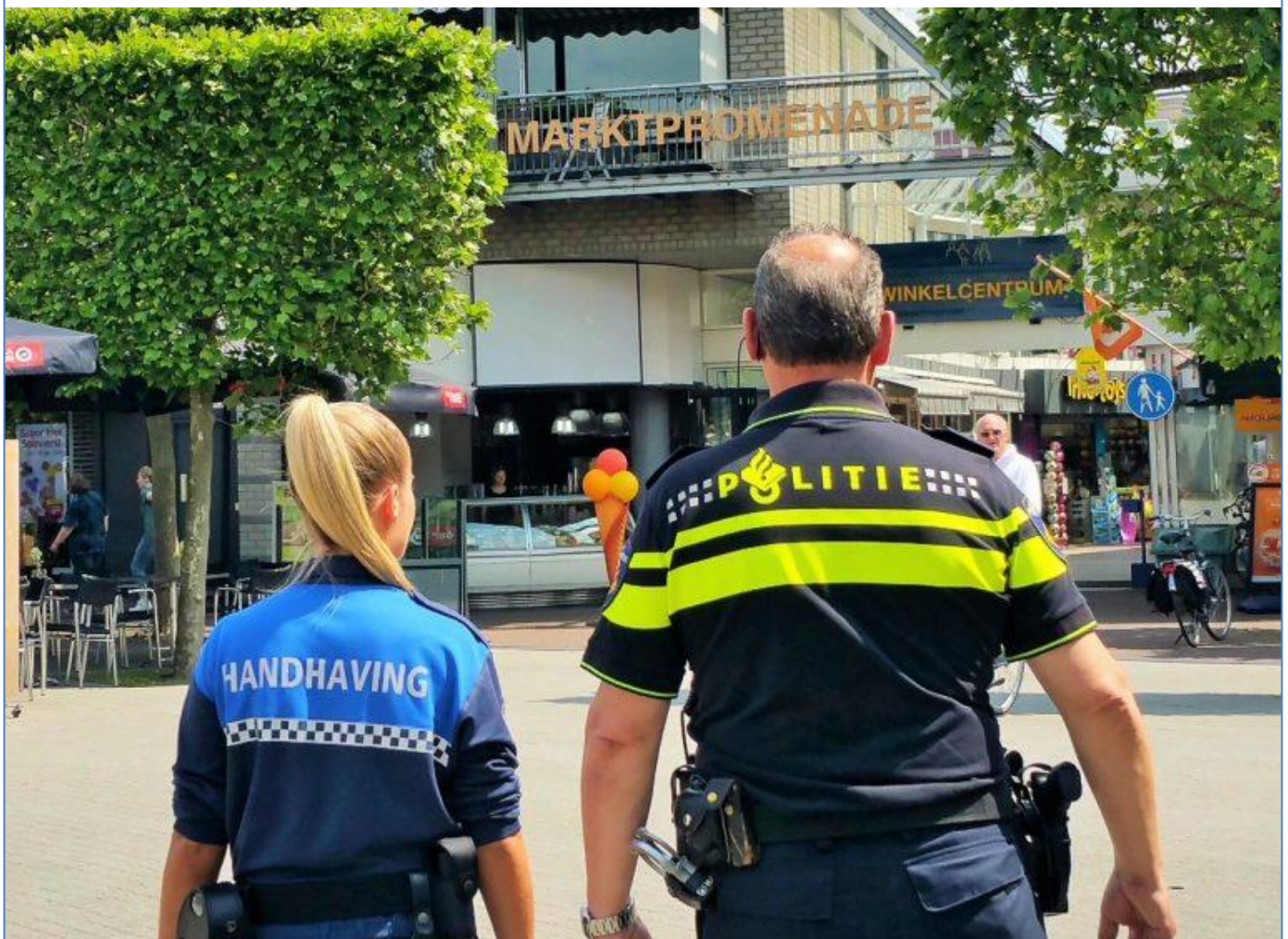


Extraordinary officers; insignificant collaboration?

A study about the collaboration between police officers and municipal bo's.



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Bachelor thesis

Preface

I present to you my Bachelor Thesis 'Extraordinary officer; insignificant collaboration? A study about the collaboration between police officers and municipal boa's'. This research is focussed on the collaboration between boa's and police officers and has been executed in two medium sized municipalities in the Netherlands. With the use of both qualitative and quantitative methods the main and sub research questions have been answered. This thesis is written as part of my graduating for the European Public Administration course at Twente University. With the help of my supervisor, Guus Meershoek, I was finally able to complete this thesis, after many years of neglecting my enrolment at the university and health issues. It was his patience and willingness to remain my supervisor that has brought this thesis to its completion, for which I am very grateful.

Hereby I would also like to thank my family and loved ones who have supported me over the past years. I have never been an exemplary student but couldn't bear the thought that the past seven years would've been wasted if I didn't succeed in completing this Bachelor.

I hope you'll find this thesis both educating and interesting to read.

Mark Noorman

Ede, January 17th, 2019

Abstract

This research focuses on the collaboration between boa's and police officers and how this collaboration can be optimised with the nature of both organizations taken in account.

With the directing of these boa's by the local police being a complete illusion, the collaboration between these groups needs to be the next priority. Both parties acknowledge the importance of working together and understand the contribution of each other's presence in the streets. Despite those good intentions a durable and effective collaboration is not always achieved, mainly caused by poor communication and a lack of moments for both groups to contact one another. These shortcomings can result in a lack of trust between boa's and police officers, which can cause more solid boundaries between both organizations. Good collaboration is characterized by constant interaction and a state of inter-dependence between both professions in complex situations. Nowadays boa's are more forced to perform police duties which makes them more dependent on police assistance.

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1.Introduction

1.1 Cause

In many municipalities both police officers and special investigation officers (*boa's*) are an everyday occurrence. Unfortunately, the intended collaboration between them is not always efficient or present at all. Working routines of both the police and *boa's* are different in many ways which causes contradictory interests and sometimes conflicts. Since 2013, as a response to the letter from Minister of Safety and Justice Opstelten (Opstelten, 2013) addressed to the Second Chamber of Parliament, many attempts have been made to improve the collaboration between the police and *boa's*. One of the possible solutions was to give the police operative control over the *boa's*. This approach delivered nothing more than uncertainties (Bervoets, 2013). Problems with capacity forced the police to leave more tasks to the *boa's* (Van Stokkom & Eikenaar, 2015). They are also better prepared to do so. Depending on their specific duties *boa's* can possess certain forms of police authority, such as the legal right to search or arrest a person and carry accessories to be able to enforce these legal rights, such as handcuffs or a firearm. *Boa's* are also recognisable by their special insignia (A. Mein & A. R. Hartmann, 2013, p. 5).

1.2 Relevance

There are already multiple research papers in existence that focus on the evolution and functioning of *boa's* within our society and the conflicts associated with the collaboration with the police (Eikenaar & van Stokkom, 2014; Steden, 2012; Steden & Bron, 2012; Terpstra & Havinga, 2005; Terpstra, Stokkom, & Spreeuwiers, 2013). These researches claim that the collaboration between police officers and *boa's* is still characterized by problems, conflicts and uncertainties. They also claim that the intended operative control by the police is an illusion. So far, there is no clear explanation to why these two organizations, which are forced to work together, won't succeed in trying.

1.3 Objective

The goal of this research is to understand the current collaboration between the police and *boa's* and to figure out why this collaboration is not succeeding the way it is performed nowadays. To find out, it is important to understand the process of establishing this collaboration. This way the possible conflicts can be pointed out and a solution of how to solve them in the future can be formulated. This problem definition leads to the formulation of the following research question:

*How can the local police management and municipal organization optimize the collaboration between police officers and *boa's*?*

To help answer this main research question we need some exploratory and explanatory sub-questions. These questions should give clarity about the functioning of boa's, and their daily practices. Also, they give a better view at the current collaboration with the police and the related problems:

How are boa's organised, what do they have to do and what are they doing in their daily practise?

What factors determine success and failure in interorganizational collaboration?

What does the current collaboration between police officers and boa's look like?

What factors are obstructing efficient collaboration between police officers and boa's?

1.4 Guide

This research is conducted using a theoretical and a practical part. The theoretical part includes the literature analysis. The literature used for this research provides a better view on the way organizations can cooperate with each other and how the boundaries within this cooperation are formed. The relevant scientific articles show what is already known about the intended collaboration between police officers and boa's and what its positive and negative aspects are.

With this knowledge an explanation model is created to understand the factors influencing the current collaboration between them. This knowledge combined is used to formulate the recommendations to optimize the collaboration in the future. The practical part includes a questionnaire spread within the teams of both police officers and boa's from the municipalities of Hengelo and Enschede.

In this thesis I will discuss some relevant backgrounds, the theoretical context and the explanation model. These are followed by the research methods in which we will take a closer look at the respondents and how all data is gathered. Then the data itself will be presented and discussed which leads to the recommendations that conclude this thesis.

In the appendices the questionnaires for both the boa's and police officers can be found as well the responses given by them.

2. Context

This chapter will discuss how *boa*'s are organized, what they supposed to do and how this translates to their daily practises. The municipal organization, including *boa*'s, will be separately discussed from the police organization.

2.1 The *boa*

To answer the question what a *boa* is and how this profession has developed during the years a short introduction about their historical context will be provided. We will take a closer look at the professional development, the tasks they executed in the past and present and the authorisations they have for law enforcement and using violence.

2.1.1 Historical context

In the late 80's a new kind of municipal law enforcer was introduced. With the focus on preventing small violations, municipals tried to enhance the supervision in public spaces. In 1989 the first projects were enrolled for the '*Stadswachten*'. Safety was not the only motivation to start this project. It also focussed on getting long-term unemployed back to work and help them to achieve working experience (Hauber, Hofstra, Toornvliet, & Zandbergen, 1993). These jobs were later turned into '*Melkertbanen*' and ID-jobs. A consequence of this development is that nowadays The Netherlands knows a wide variety of public and private law enforcers in the (semi) public space. This was also fed by multiple social developments and circumstances. Since the early 90's and onward, Dutch citizens became more demanding about public safety. The subject became more and more implemented in many political party programmes. A feeling of unsafety, the shortcomings of law-enforcement and the calling from the public for the presence of more police on the streets have been important factors ever since. Despite the strong growth of Dutch police, it is clear that the police cannot meet all the different demands and needs within the population. This is the main reason why the police is shifting their focus more on key tasks (Stokkom, Terpstra, & Gunther Moor, 2010). At the same time, it became more important for politicians to respond to these signals from society about unsafety feelings and calling for more (local) law enforcement. To meet these demands, more municipal law enforcers were installed to compensate for the police forces that could not fulfil all their tasks. A big part of these reformatations was put on local governments. With the influence of local integral policies, they were hold responsible to act on these important changes. Local governments were therefore granted more possibilities to facilitate these development, aided by the implementation of the administrative penalty and administrative disposal for public nuisance (Terpstra, et al., 2013). The deployment of more public and private law enforcers is also influenced by many changes in urban space and economic development. Safety and the related reputation

became a more important factor in drawing consumers, party people or tourists to large malls, entertainment areas, big events and tourist attractions (Terpstra, et al., p. 16). The call for law enforcement therefore became more prominent, because the professions that used to control social behaviour in more informal ways had ceased to exist.

2.1.2 Daily practise

A *boa*, active in public space, is being deployed to “prevent small annoyances, nuisances and other affections of municipal liveability” (Eikenaar & van Stokkom, 2014, p. 17). Some look at the professional activities of these officials as the ‘normative limitation’ of public behaviour and the shaping of normative standards, as written in the research of Steden & Bron (2012). They describe this to be the definition of enforcing public order. Local governments are put under pressure to compensate for the lack of time the police have to fight these small annoyances and criminalities. The police are also politically forced to pursue their main tasks concerning legal investigations and fighting serious crime. Municipal law enforcers are therefore more deployed to prevent small crimes like nuisances, fighting neighbours, unauthorised parking, dog faeces at unpermitted places and sidewalk cycling (Terpstra & Havinga, 2005). Tasks which the police are more than happy to be liberated from, also with the implementation of the mentioned administrative penalty for these small crimes.

2.1.3 Authorities

Within the municipal services a distinction is made between different types of officials; supervisors and enforcers (Steden, 2012). Supervisors do not have access to specific legal investigation authorities or the right of using violence. They do not have the authority to arrest a person and only have a handheld radio and computer at their disposal. Enforcers on the other hand are in the possession of *boa*-authorities and are therefore special investigation officers. *Boa*’s have the legal right to ask for information or documents such as a ID, drivers licence or passport (Steden, 2012, p. 7). A *boa* is also licensed to write a fine or administrative penalty. This way he has the authority to proceed with punitive actions for violations recorded in de APV. *Boa*’s can be allowed to carry equipment for oppressive actions, such as handcuffs, pepper spray, a certified K9 (dog), a baton or firearm. The equipment and attributes owned by the *boa* can differ amongst municipals depending on their juridical field (Steden, 2012, pp. 19-20). The ‘*Circulaire Buitengewoon Opsporingsambtenaar*’ (Justitie, 2013) offers more rules and regulations concerning the working areas, legal rights and equipment of *boa*’s.

2.1.4 Conclusion

The profession of the boa has come a long way to where it stands now. What started small as a supervisor and later as 'stadswacht' has grown towards a professional occupation side by side with the police department. Whereas the police focus on public order and safety, the boa should be occupied with liveability. Small annoyances and social inappropriate behaviour that collide with this liveability is the main focus of the boa. But caused by an increasing pressure on the police and a constantly growing feeling of unsafety, local governments are granting more police tasks to the boa's. Supported by law and regulations, training and the public opinion, the boa is given more and more means and rights to do so.

2.2 Legal authority

2.2.1 Municipal and boa's

Within the limits of this research the competent authority lies with the major and the city council. The council has the legislative power and is elected by the citizens. The council is authorised to take decisions concerning municipal policies. The elected representatives within the council determine the acting policies according to their party programmes. The council orders the Municipal Executive, consisting of the Major and his councillors, to prepare laws. The council can perform changes on these.

The responsibility of the municipal council does also include several regulations. One of them is the General Local Regulation (APV). Through this regulation laws concerning public safety and security are implemented. As per this regulation boa's are authorised to enforce the law within the community.

2.2.2 The police

The police acts under dual authority. When it concerns public safety or medical assistance, authority lays with the major. The public prosecutor is responsible for law enforcement. Police law states that the major and public prosecutor are obligated to attend periodical meetings with the head of the police department which jurisdiction includes the boundaries of the municipal. Supervision on the proper execution of police duties lays with the Inspection for Public Order and Safety¹. The Inspection lays under the authority of the Minister². Besides the mentioned supervision the Inspection also keeps a close look at the quality assurance of the police, the quality of training and examination. The Inspection is also authorised to investigate major incidents involving police officers.

¹ Art. 65 lid 1 Politiewet

² Art. 65 lid 2 Politiewet

2.3 Law and regulations

2.3.1 Municipal and boa's

The Regulation for Special Municipal Investigators (BBO) contains all laws and regulation concerning law enforcement. The BBO dictates the requirements for boa's, which duties they ought to perform and how they are supposed to do so. Furthermore, this regulation decides who has the authority over boa's. The Minister of Public Safety and Justice is responsible for the supervision of the boa's³ concerning their legal investigation right and their competence and trustworthiness in performing their jobs. The BBO states that every five years the Minister must determine if these qualities are still present with every boa.

According to the BBO the Minister assigns a general supervisor and special supervisor⁴. The public prosecutor takes on the role of general supervisor and the chief constable is the special supervisor. Both are responsible for and supervise the daily practises of the boa's, the right application of their legal investigation right and the collaboration with the police.

According to the BBO the boa is obligated to:

- Possess a title of legal investigation right as stated in art. 142 Wetboek van Strafvordering
- Possess the competence and trustworthiness for practising this right
- Possess the deed of their swearing-in

The legal rights of a boa are mentioned in art. 7 part 1,3 and 4 Politiewet. They are authorised to use violence or other restraining measures, but only when these are justified by the purpose of using them. Furthermore, the boa is authorised to search a person's clothes for the sake of their own or anyone else's safety.

2.3.2 The police

The Politiewet 2012 states all laws and legal regulations concerning the assignment, duties and legal rights of a police officer. It also states who has authority over the police. The law dictates that the police force is obliged to enforce law and order, but they do so according to applicable regulations and subordinate to the authorities. They are also obliged to provide aid to them that require so⁵. The law determines that by general administrative regulation rules can be implemented concerning the demands of the execution of police tasks and their competence a police officer. These rules can also

³ Art. 32 BBO

⁴ Art. 36 BBO

⁵ Art. 3 Politiewet

contain demands about their armoury, equipment and clothing⁶. At least every four years the municipal council determines the safety goals which are enforced by the local police⁷.

2.4 Organizational context

2.4.1 Municipal and boa's

Boa's and their tasks and authorisations are placed in six different fields.

- Public Space
- Environment, well-being and infrastructure
- Education
- Public transport
- Employment, income and healthcare
- Generic Investigation

Every field, or domain, has its own specific education requirements and tasks package. The legal authorisations for boa's are specified for every different field. Strictly speaking, a boa can have every authorisation available in his field, but his employer can choose to not give him all based on the tasks he has to execute.

Boa's are subordinate to the local government and are controlled by the local municipal enforcements department. The department is run by one executive who is in control of several senior and regular boa's and municipal supervisors.

2.4.2 The police

The national police force consists of the following divisions:⁸

- Regional units, burdened with the execution of the police tasks
- One or more by general administrative regulation assigned national units, burdened with the execution of police tasks
- One or more by general administrative regulation assigned supportive services

The national unit (Landelijke Eenheid)⁹ supports other units with the deployment of investigative and forensic specialists, but also K9's, horses or helicopters. Beside these supportive tasks the 'Landelijke Eenheid' has some independent duties. They engage in the suppression of serious, organized crime

⁶ Art. 21-22 Politiewet

⁷ Art. 38b lid 1 Politiewet

⁸ Art. 25 Politiewet

⁹ <https://www.politie.nl/over-de-politie/organisatie---nationaal.html>

and counterterrorism actions, but also guarding the Royal Family or other dignitaries. This unit is management and controlled by a chief constable.

Law indicates that the chief constable is in charge of the police and its tasks. He is held accountable by the Minister. Furthermore, the chief constable is responsible for the police in or out of court.¹⁰

The chief constable is appointed, suspended and dismissed by royal decree. Within the regional units, the responsibility is held by the local police chief. He also is appointed, suspended or dismissed by royal decree. The management tasks within the police force, such as finance, facility management, information management, IT, communication and human resources, are organised by the Police Services Centre (PDC), which support the operational police network 24/7.

2.5 Collaboration policy

Within the relevant working-field for this research, Public Domain, policy-related frameworks are determined by the local government, the police and the municipal supervisor organizations (A. Mein & A. R. Hartmann, 2013). The operational priorities are stated by the municipal organization itself, after consulting with the police. Prioritisation usually takes place in a very structured manner, based on prior safety analysis, briefings and feedback afterwards. The professional distance between boa's and police officers appears to be substantial in many cases and among police officers prejudice about the competence and integrity of their municipal counterparts is still present. Other studies (Eikenaar & van Stokkom, 2014; Steden, 2012) suggest the collaboration between boa's and police officers occur sporadically. The collaboration and exchange of information is referred to as difficult and occasional. After the conclusion of Eikenaar and Van Stokkom (pp. 206-208) that the intended operational control of boa's by the local police management did not have the desired results, the association of Dutch municipals (VNG) presented her definitive view on the future prospects of the boa¹¹, with the addition that the concept of 'operational control' should be abandoned. It would not fit with the supposed equal relationship between boa's and police officers. The study concluded that boa's would fall into a second-class position and will no longer be able to display their assertiveness and full law-enforcing role. Practically, this meant that the local police management will no longer be occupied with the operational control of boa's but burdened with the search for methods that will optimize the collaboration between boa's and police officers during their daily practices. The current applicable policy rules¹² determine the chief constable to be burdened with role of direct supervisor. This description is no longer corresponding with the conclusions of the previous mentioned studies and the renewed future vision on boa's from the VNG.

¹⁰ Art. 27 Politiewet

¹¹ [Eindversie toekomstvisie boa, VNG](#)

¹² [Beleidsregels Buitengewoon Opsporingsambtenaar](#)

2.6 Conclusion

The boa is a profession with a long history. As a result of social and political changes, people were granted jobs as municipal supervisors or 'parkeerwachten'. This way the municipality was able to enforce the liveability without police interference. Later on, due to many reorganizations, the national and local police forces became more restricted to execute all tasks primarily appointed to them. With the public demanding more safety and law enforcement municipals installed officials with more authorities and training than the former supervisors. Boas are, in some domains or functions, permitted to handle a firearm and they have the authority to search a person. These boas were to enforce local municipal laws concerning the liveability in multiple domains with special laws to regulate their daily practice and supervision. Till recently the local police management had an operations-directive function over boas, meaning the police was in control of how to deploy the boas, while the municipal remained in strategic control. With this operative control not being successful, it is decided that more should be focussed on the collaboration between boas and police officers.

3. Theoretical context

With the use of relevant literature an explanation model is created. This model will help when trying to explain how organizations are constructed, limited and cooperate. Bekkers (1998) supplies the necessary theoretical knowledge to do so.

3.1 Explanation model

The collaboration between the local government and the police can be addressed from multiple perspectives. These perspectives are based on the kind of organization the local government and police are and how they function. The type of organization dictates the type of borders between both of them and how inter-organizational interaction is established. In his book 'De grenzeloze overhead' Victor Bekkers explains what kind of perspectives can be used to understanding organizations. With this knowledge and other studies about the daily practices of boa's and police officers a model is created which will help explain the current forms or absence of collaboration between them. The literature will tell what kind of factors should be taken into account such as the organizational structure, boundaries and dimensions of interaction.

3.2 Organization type

Both the municipal organization and the police organization are the *rational-legal* type. The tasks and daily practices of both organizations are legally recorded within laws, regulations and procedures. This offers the most efficient, effective and logical way of achieving targets (Warren, 1967, p. 18). Every person within these kinds of organizations knows their expectations are. Authorities and tasks are precisely framed and everyone is aware of their responsibilities. This *formalisation* of tasks offers a few important advantages. The behaviour of both boa's and police officers is regulated to a certain extend which makes their behaviour predictable and controllable. Formalisation also offers a guarantee for the fair treatment of people. By recording behaviour in objective rules, random actions are prevented. This offers a state of legal equality and certainty. Another organization type is the organization as an *open system*. The functioning of this type of organization is determined by the process of turning input into output. An organization extracts resources from its environment and converts these too products or services in favour of its environment. This implies that such organizations derive its legitimate existence from the needs of its environments. Quality of knowledge and manpower plays an important role. A third relevant perspective is the organization being an *arena* (Bekkers, 1998, p. 22). According to this political model a whole informal world is covered by the formal appearance of the organization. Individuals and groups of people within the organization have their own opinions, views, wishes and interests. These factors also influence the

functioning of the organization as a whole. Different interests can co-exist but also cause conflict within the organization.

3.3 Boundaries

Organizations can be, depending on the organizational type, bordered in different ways. A rational-legal organization's boundaries are determined by the overarching targets and goals of the organization and the legislation coupled to it. In case of the police organization these targets and goals are the enforcement of public order and safety, for the municipal organization it is the maintenance of liveability. These main goals involve multiple sub-targets with their own related tasks and functions. With these goals being subject to changes, influenced by political reformations or changing priorities within the organization itself, the boundaries cannot always be exactly pointed out. In the open organizational system boundaries can be present in different ways. An organization's boundary can be symbolic or cultural by nature. For example, an organization can distinguish itself from another by the use of uniforms or insignia, but also by the use of technical jargon or certain behavioural patterns (Katz & Kahn, 1978). A second way this type of organization can be bordered is by the discontinuity of transactions and interactions with its environment (Miller & Rice, 1967). With the existence and possibility of discontinuity, uncertainty is always a present factor. This could influence the survival and stability of the organization. It is this reason that an organization only engages in interactions with its environment that are relevant for the execution of its main goals. The boundaries created by an organization characterized by the political model (arena), are determined by so-called '*gatekeepers*'. In order to understand how gatekeepers use their favoured position within the organization it is important to keep in mind that borders imply uncertainty, like the open system model showed. When the boundaries and connected interactions of an organization can be controlled, the occurring uncertainties can be influenced or even controlled as well, which offers a dominant position for gatekeepers (Friedberg & Crozier, 1980). Gatekeepers are able to manage the flows of information entering and leaving the organization. With this ability they are empowered to modulate parts of this knowledge based on their own interests and preferences. This puts them in a position where they can create a monopoly position for the organization concerning specific interactions with the environment. They also function as a channel of communication with other organizations, as a mobiliser of support from the environment and they are able to legitimate the organization's existence towards its environment (Pfeffer & Salancik, 2003).

3.3.1 Trust

The concept of *trust* is a very important factor in creating or influencing the boundaries between organizations. Trust is a social construct between two people, professions or organizations. The concept of trust being a boundary would imply that the boundaries of an organization are not externally or objectively determined, but by a social construct. The *solidity* of boundaries is influenced by the amount of communication between two organizations. More communication leads to more trust, which eventually softens the boundaries between them. It could also be possible that the actors within this process, such as *boa's* and police officers, decide not to share any information with the belief that the corresponding actions are exclusively for their organization. This creates a more solid boundary between them and reduces the opportunities for communication and collaboration.

3.4 Autonomy

Relations and interactions between organizations within a certain environment (field) can be characterised by forms or patterns. This structure can be divided in four different contexts, in which the amount of *autonomy* is key (Warren, 1967).

Within the '*social choice context*' organizations make the decision not to collaborate with each other. The only relationship they have is being part of the same context. Most likely, this context will not be applicable in this research. Despite the possibility that actors within this relationship can decide they don't have any interest in collaboration with another, the nature of their daily practices makes a form of collaboration inevitable.

The '*coalitional context*' takes the importance of collaboration to the next level. The involved organizations are still autonomous but can engage in so-called *ad hoc partnerships* in which they occasionally collaborate with others. This context can be applicable in this research with both police officers and *boa's* operating autonomously but can, in demanding situations, engage in temporarily collaborations.

This collaboration becomes more extensive within the '*federative context*'. This context is characterized by organizations that autonomously pursue their own goals, but also participate in a *joint organization* with different joint decision-making processes to which they are bounded.

Finally, the '*unitary context*', is present when both organizations completely abandon their autonomy and decision-making is centralised. It is not likely for this context to be applicable in this research, because both the police organization and the municipal organization are fully autonomous with different reasons for their legitimate existence. Common sub-targets are the only reason for these organizations to collaborate.

In addition to these four contexts Bekkers (pp. 45-46) adds two more. The '*sequential context*' is

characterized by the remaining autonomy of both organizations but one of the organizations is depending on the output of the other. Their tasks are *subsequent* and add value to both organizations. The '*network context*' is the second added context. In this final context both organizations are still autonomously, but relativized by patterns of durable *interdependence*, which is characterized by stable and routine forms of interaction and communication. In terms of this research, the network context, is the most desired context for the collaboration between BOA's and police officers. If a durable interdependence between them is existing or even possible will be tested in this research.

3.5 Inter-organizational relationships

There are multiple dimensions influencing the form of the inter-organizational relationship. One dimension can be the degree of *formalisation*. This is only applicable when the framework of the relationship is primarily determined by laws and regulations or contracts and covenants. A second dimension is the degree of *intensity* of the relationship. The most important indicator of this dimension is the frequency of interactions. This will be an important factor during this research. Furthermore, the degree of *reciprocity* and *standardisation* are important for the relationship between organizations. The first determines to what degree organizations are depending on each other. This is related to the presence or absence of resources of knowledge. BOA's and police officers can be interdependent during certain situations based on authority, training or expertise. It is also important to consider the way a relationship is created and if both parties agree on these conditions. In the case of BOA's and police officers, collaboration is mostly determined by (local) political motives and individuals don't have much power to change the conditions of the establishment of this relationship. Standardisation is the aim of organizations to make relation-based actions more predictable and reduce the amount of uncertainty between them.

3.6 Interaction patterns

When investigating interaction patterns there are a few possibilities related to this research. There can be a situation of *non-interaction*, which occurs when both parties simply don't seek contact with each other. An obvious reason for this type of interaction can be the unwillingness to collaborate or solving conflicts between them. Considering BOA's and police officers, this form of interaction is not very likely, but a deliberate attempt to avoid frequent interaction is not unthinkable. A second relevant pattern is *coordinated interaction*. This pattern can be indicated by a form of collaboration. Concrete actions are balanced and adjusted based on mutual advantages, a so-called win-win-situation. Coordinated interaction is closely linked to the standardisation of a relationship between two organizations. In order to achieve this a high interactional intensity is required.

3.7 Conclusion

The patterns of interaction combined with different relationship-related dimensions such as the boundaries between organizations are the most important factors that determine the success or failure in interorganizational collaboration. Boundaries can be created by laws and regulations but also the social construct of trust. A failing collaboration is caused by a lack of frequent interaction or a complete absence of it. Little to no interaction can point out the unwillingness to collaborate or solve conflicts occurring between both organizations which hardens the organizational boundaries between them. This context is characterized by two organization that function autonomously side by side with little or without any form of communication and collaboration.

A successful collaboration depends on more frequent or coordinated interaction. With this form of interaction the interdependence between both organizations can be controlled and turned into a win-win situation from which both organizations can benefit in their daily practices. Within this sort of organizational context both organizations remain autonomous, but their interdependency is characterized by stable and routine forms of interaction and communication.

4. Research methods

In this chapter the research methods used during this study will be addressed. This includes the selection of respondents for the questionnaire and the interpretation of the data. This chapter will also explain how the theory, discussed in chapter 3, will be implemented in the questionnaire.

4.1 Type of research

For the purpose of this subject that is under study the research is partly *qualitative* and partly *quantitative*. The sub-questions add an exploratory and explanatory character to it. The advantage of qualitative research is that there can be more focus on individual respondents instead of many at once. Because the opinion and experiences of multiple respondents is needed for this research it pays off to use a quantitative research method such as a questionnaire. This way more data can be collected without the time-consuming processes.

4.2 Data collection

The data collection for this research is done by two methods. The methods used in this research to collect data are the questionnaire and a literature analysis. These methods are used to get a clearer picture about the *boa's*, their functioning and their collaboration with the police.

Due to practical reasons there was only time for one day to experience a working day with the *boa's* and to be present at the briefing prior to their shift.

4.2.1 Questionnaire

The questionnaire used for this study is divided in multiple categories. This way the data can be used in further analysis for every sub-question in a fast and organized manner. Questionnaires are mostly used in quantitative research because of the fixed answers and different scales respondents can answer with. In the questionnaire used for this research there are many opportunities for the respondents to further explain their multiple-choice answer. This is important to understand why a specific answer was chosen from the list. This way the questionnaire is designed adds a qualitative edge to it which is valuable for this study.

The questions are based on the theory as discussed in chapter 3. Durable and efficient collaboration is characterized by frequent interaction. Therefore, respondents will be presented with questions about their interaction with the other organization. They will describe how often these interaction moments occur, how the respondents experience these interactions and if and why the frequency of these moments is (in)sufficient. To understand if any boundaries between these organizations exist and on what they are based questions are added about the respondent's willingness to collaborate with each other. To understand the given answer, respondents are asked for a short explanation.

These question about their willingness to collaborate, and especially the explanation for their given answer, will also give an indication of possible trust issues between boa's and police officers.

4.2.2 Literature

Besides the practical part of this research the document- and literature analysis provides more information about the structure of the municipal and police organization. Previous studies provide information about the subject that can be used in this research. The data gathered can be assessed by the outcomes of these other studies. The literature is also important to the relevancy of this research. With the knowledge from previous studies this research can be made more valuable by adding new data and conclusions to the existing debate.

4.3 Respondents

For answering the questionnaire both boa's and police officers are needed to attain an extensive view on the subject from multiple perspectives. This will also secure the reliability and objectivity of this research. In the municipal of Hengelo and Enschede fourteen of twenty-five boa's were willing to complete the questionnaire. Thirty-five police officers were approached to do the same and twenty-six of them found the time to do so. The respondents were not selected by age, gender, experience or any other criteria in order to influence the outcome as less as possible. The variation in age, gender and working experience of the respondents turned out to be large, which means the conclusions will not be biased by these factors. The variation of the respondents is *representative* for the total population of boa's and police officers in both municipalities.

The randomly selected respondents are all closely involved with the subject of this study and can provide reliable and relevant data.

4.4 Reliability and validity

With the use of two questionnaires spread amongst a representative part of both the departments of the municipal enforcement and the police within the municipalities of Hengelo and Enschede, similar studies covering the same subject would be able to collect the same data and get the same results. This enlarges the *reliability* of the data from this research. By the use of prior determined categories of questions, based on the literature analysis and previous studies, the *internal consistency* is guaranteed, and this method ensures that with the questions asked the subject is correctly approached and measured. By keeping the questionnaire within a reasonable timeframe of 15 minutes respondents are more motivated to respond with more qualitative answers and take their time to understand each question.

In order to keep the *validity* as high as possible a clear framing within the problem definition is key. The research is framed down to only two municipalities and is focussed on the opinions of boa's and

police officers. Experiences and opinions are particularly hard to measure and can cause bias that effects the *construct validity*. To keep this validity as high as possible respondents were asked multiple questions about the same subject. This method ensures that the intended subject for study is actually being studied. Because of their subjective nature, the related constructs need a clear definition.

In order to increase the *internal validity*, respondents are presented a questionnaire which can be filled in anonymously so they won't be tempted to provide the researcher with socially desirable answers. On top of that, within the questionnaire many opportunities are given to the respondents to further clarify their given answers.

5. Current situation

5.1 Tasks

As mentioned in chapter two the deployment of boa's on more police-related tasks is increasing. This causes a shift in tasks performed by boa's. Besides liveability tasks, safety and public order related practises are more present.

5.1.1 Liveability tasks

Most of the tasks a boa executes on the streets are related to the liveability of the municipal. The most common definition of liveability is stated as follows: "Liveability is the extent of which the local surroundings match the demands and wishes of the people inhabiting it." (Leidelmeijer, Marlet, Van Iersel, Van Woerkens, & Van der Reijden, 2008). The respondents were asked to describe their view on liveability (A4.3). They all came up with different definitions, but the general perception contains 'feeling safe and happy in your own environment'. This perception of liveability translates to the daily tasks they execute (A4.4). This involves fining unauthorised parking, checking on reports of littering and handling dog related nuisances. Another primary activity that is mentioned is performing surveillances and keep contact with civilians, in which preventive actions play a big part. Secondary tasks mentioned include monitoring big public events and checking if the catering sector is violating the laws and regulations concerning liquor usage by minors (Drank en Horeca Wet). Major public events are being monitored regarding the compliance of issued permits and regulations. Boa's are also involved in special projects (A4.5). These projects provide extra attention to unauthorised parking in certain areas in close proximity of, for example, a hospital or schools and disturbances caused by youngsters or dogs. At the time of this research the boa's were involved in extra surveillances at the local hospital for unauthorised parking. Decisions about where to dedicate this extra attention to are made by the Council, the head of the department or the senior municipal enforcers (A4.6).

5.1.2 Police tasks

Because of the working pressure on the national and local police forces boa's are getting more occupied with performing police tasks during their daily practices. Boa's are more deployed on tasks where a police intervention would be more appropriate, such as nuisance by homeless people, fining traffic offenses or drug related problems. Almost 75% of the police respondents claim that boa's are indeed performing police tasks on the streets while, remarkably, more than 75% of the boa's disagree.

Boa's sometimes perform police tasks

26 respondents

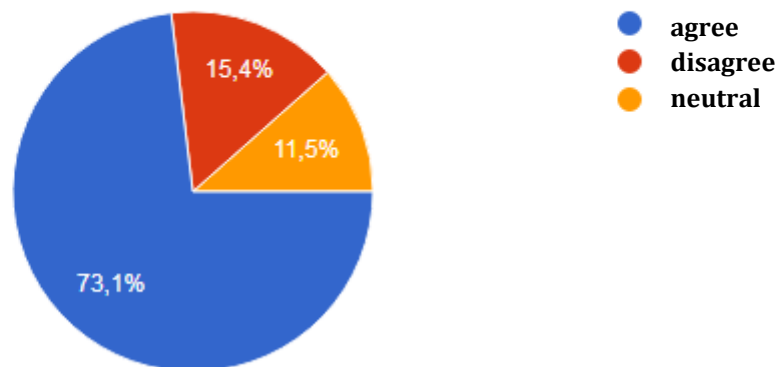


Diagram 1: Police officers' opinion on the execution of police tasks by boa's.

Do you perform tasks that are more suitable for police offers?

14 respondents

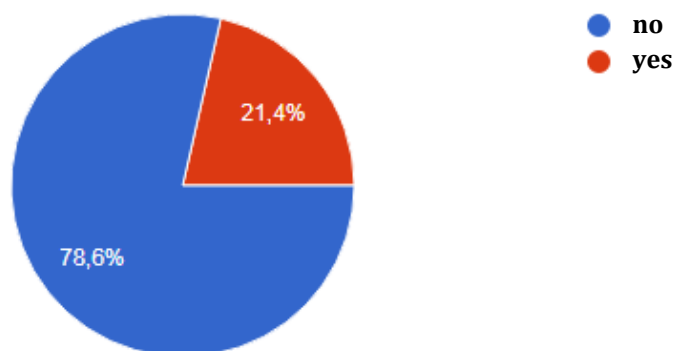


Diagram 2: Boa's opinion on the execution of police tasks.

5.1.3 Conclusion

The line of tasks is mainly characterized by enforcing and maintaining the liveability of the local society. As already stated by previous research, boa's are mostly occupied with the prevention and fining of smaller crimes and violations. The fact that boa's are also deployed during bigger and more risky events shows that they are involved with more police-like tasks and that local governments are already more occupied with carrying out police tasks. The disagreement on whether boa's are actually performing police tasks is an indication that the work field of both police officers and boa's is a grey area. A clear distinction between police- and boa tasks is difficult to make but a shift from traditional liveability tasks towards safety and public order related practises is recognizable.

5.2 Collaboration

The literature divides collaboration of boa's and police officers into two parts. A difference is made between 'police assistance', which includes all forms of police officers showing up to assist boa's in demanding circumstances, and 'actual collaboration', based on formal agreements, regular information sharing and the use of each other's knowledge and expertise.

5.2.1 Importance

Boa's claim that collaboration with police officers is very important in their day-to-day operations in order to execute their tasks as smooth as possible. Corresponding with the literature (Eikenaar & van Stokkom, 2014; Steden & Bron, 2012) the boa's name public disturbances, problems during unauthorised parking checks and people unwilling to cooperate during an arrest as the most important examples in which police assistance is needed (A4.13). In these kinds of situations the presence of a police officer can be the difference between a smooth and quick routine check and an escalating situation. Civilians that are not willing to cooperate in situations when being fined or are not willing to show any form of identification documents are the most common situations in which police back-up is not only convenient, but also necessary to do their jobs.

5.2.2 Communication and support

The boa's do acknowledge that the communication with the police and potential back-up in relevant situations is well organized (A4.13/4.16). Police officers show up at the scene in cases of escalation, violence or an arrest. Furthermore, the boa's claim that this supportive function is mutual with the boa's being the eyes and ears within neighbourhoods which can deliver valuable information for the police or the local district officer. This claim is acknowledged by the police officers (A3.24). They confirm that this collaboration with the boa's is particularly useful in situations concerning disturbances caused by youth, unauthorised parking or illegal waste disposal. Other situations in which both professions support each other is during big events such as Remembrance Day (4th of May) and fireworks inspections during the last weeks of the year. Despite the fact that examples like unauthorised use of fireworks and other kinds of public disturbances are part of the liveability of the municipal and therefore a responsibility of the local government, the police are often involved in the prevention and suppression of these cases. This makes the collaboration between boa's and police officers even more important in order to make the joint intervention as efficient as possible. Problems encountered by boa's can immediately be taken over by police officers. The mentioned troubles during an arrest is a good example.

The most important shortcomings during these moments of collaboration are due to the lack of communication between boa's and police officers and the practical fact they are not capable of

communicating on the same radio channel. These observations were also done by multiple other researchers. They also state that caused by a very limited transfer of information the amount of feedback and specific assignments is very low (Steden, 2012; Steden & Bron, 2012; Terpstra, et al., 2013). Despite the lack of feedback and information, the back-up function, as mentioned, is in general well executed (Bervoets, 2013; A. Mein & A. Hartmann, 2013).

5.2.3 Conclusion

Boa's are in many ways dependent on the support of the police. With the high pressure on the police, causing them to fall back on their core tasks, boa's are becoming more burdened with the execution of police tasks. But with a lack of training or equipment, it is during these tasks that police assistance and back-up is most needed. Also, the collaboration of both professions seems to be limited to occasional police assistance and there are no signs of any agreements that improve durable collaboration or extensive and frequent communication and information-sharing.

5.3 Interaction

In order to get a clear view on how the collaboration is currently implemented, a closer look at the moments of interaction between boa's and police officers is necessary. Of course, without any form of interaction, collaboration would be impossible. Interactions are most important in forming (temporarily) coalition forming or durable collaboration (Bekkers, 1998, p. 49).

5.3.1 Experiences

Besides the analysis of the amount of interaction moments, the experiences with the current form of collaboration also plays an important part. The respondents consider the interaction moments and the resulting collaboration as very positive (A4.15, A3.17). Only two of the police officers claim to have very bad experiences with boa's. They claim these negative experiences are caused by the behaviour of some boa's. *"Their attitude and way of dealing with civilians"*¹³ is one of the statements that is made to further explain their opinion (A3.18). Boa's are supposedly *"severely stubborn"*¹⁴ *"Black and white"*¹⁵ and *"unsubtle"*¹⁶. In addition to this question they were also asked to further explain their opinion. Both group of respondents emphasize the mutual respect that exists between both professions and the awareness that they are dependent on each other when sharing information and solving problems is necessary (A4.16, A3.19).

¹³ *"De houding en manier van omgaan met burgers"*

¹⁴ *"ernstig stug"*

¹⁵ *"zwart wit"*

¹⁶ *"kort door de bocht"*

Police officers:

*"based on mutual respect"*¹⁷

*"(they) meet our agreements"*¹⁸

*"we are often on the same page, they come up with ideas and work well together"*¹⁹

Boa's:

*"They arrive when you need them"*²⁰

*"They listen to us and we can use their information"*²¹

*"It makes us feel safe"*²²

The majority of the respondents is very satisfied with the current state of collaboration. They understand the advantages of proper communication. One officer emphasizes (A3.19): *"proper communication is half the work"*²³.

How do you experience these interaction moments with police officers?

14 respondents

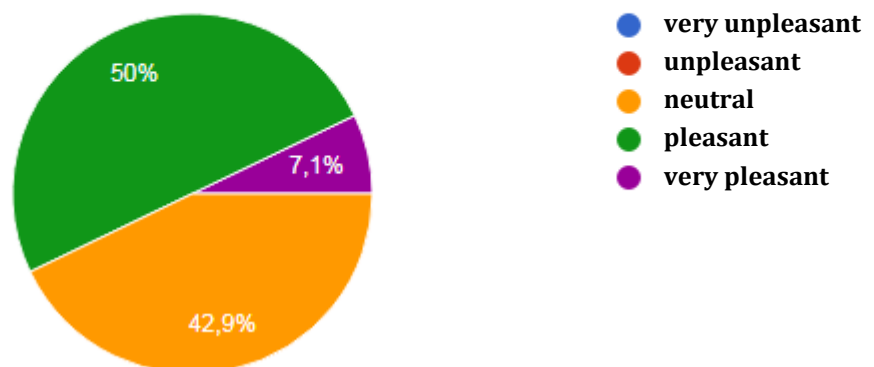


Diagram 5: Boa's opinion on interaction with police officers.

¹⁷ *"op basis van wederzijds respect"*

¹⁸ *"(ze) komen afspraken na"*

¹⁹ *"we zitten vaak op één lijn, ze denken mee en werken goed samen"*

²⁰ *"omdat ze komen als je ze nodig hebt"*

²¹ *"er wordt geluisterd en we hebben wat aan de informatie"*

²² *"het geeft ons een veilig gevoel"*

²³ *"goede communicatie is het begin van je werk"*

How do you experience these interaction moments with boa's?

26 respondents

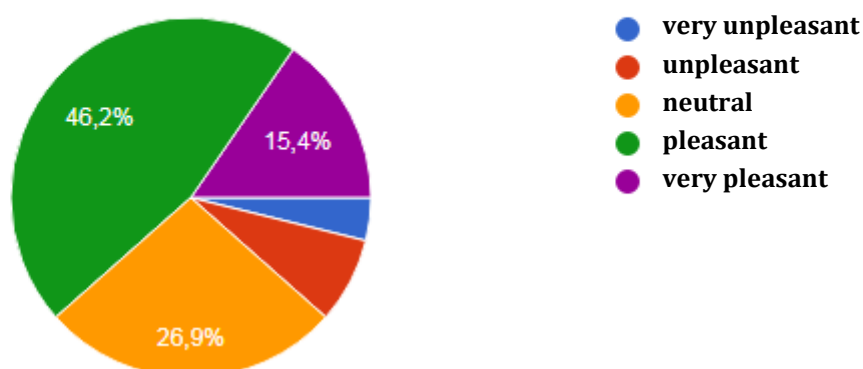


Diagram 6: Police officers' opinion on interaction with boa's.

5.4 Conclusion

In the current situation collaboration between boa's and police officers mostly consists of the occasional police back-up and support from which the boa's benefit during escalating situations involving violence or arrests. A routine form of collaboration is not present, with the amount of interaction moments being low. With most of the respondents communicating less than once a week with the other profession, proper information transfer and feedback is limited. Almost 75% of all the respondents share the opinion that this amount of interaction moments is too little. Despite the absence of frequent meetings or calls with the other profession, both boa's and police officers are very satisfied with the overall handling during supportive actions. Only three of the respondents have a very negative opinion about the interaction moments, due to personal negative experiences.

Despite the good intentions durable collaboration based on agreements and mutual interdependence seems to be absent. The possible reasons will be discussed in the following chapter.

6. Failure or success

The theory suggests that the success or failure of collaboration between two organizations depends on the interaction frequency and the hardness of boundaries between them. To understand why collaboration is not always a success these factors need to be studied. They are separated into organizational and social factors.

6.1 Organizational factors

Efficient collaboration is based on a few important organizational factors; the organizational context, which indicates if interorganizational collaboration is possible and achievable, and frequent interaction involving the understanding and usage of each other's dependence in terms of knowledge and legal authorities. To answer the question what possibly encourages or obstructs efficient collaboration these factors need to be further investigated. Parts of the explanation model are used concerning the organizational context and boundaries.

6.1.1 Organizational context

As discussed in chapter 3 both the municipal and police organization are rational-legal organizations. They are bounded by legislation and politics and both are at a high level of autonomy. Within the network context this autonomy can still exist but is being relativized by patterns of interdependence. Both organizations create stable and durable interaction and communication. The intensity of this interaction is high and both organizations will try to standardize this relationship in order to make it more cost efficient and more predictable. It would be the perfect context in this situation.

Unfortunately, a part of this is not happening between the municipal and police organization. A state of interdependence is recognizable. The police can't perform all of its tasks due to capacity problems, which makes the organization dependent on the deployment of *boa's* to fill in the gap. The *boa's*, while performing these non-traditional *boa* tasks, become dependent on police back-up to successfully complete these police related tasks. With the emerging grey area of tasks that are not textbook *boa* or police tasks, both the municipal and the police organization are putting effort in finding ways to form durable collaboration but so far none of them are actually implemented. The obstructions causing this failure can be explained by multiple factors.

6.1.2 Interaction frequency

The theory suggests that frequent interaction is an important condition in the formation of collaboration. Both the *boa's* and police officers were asked about their experiences with interaction, but the frequency of these moments can be of even more influence on (un)successful collaboration. Respondents were asked to describe the frequency of interaction moments during the week (A4.10,

A3.13). Interaction includes both face-to-face interactions as through a radio of mobile phone. A big part of the respondents states that these moments occur less than once per week. Almost as many claim to have only one to five moments of interaction during the entire week. A couple respondents are having a maximum of ten interaction moments per week. It seems that both boa's and police officers are not satisfied with these low numbers, with almost 75% of all respondents finding this to limited (A4.11, A3.14). There are no respondents who think this number of interactions is too high. Less than half of the police officers think this frequency of interaction is enough, with just over a quarter of the boa's supporting this statement. This low frequency could be one of the main causes of failing routine collaboration. To understand if this restriction is the cause or result from other problems, a few more factors need to be discussed.

The amount of interaction moments is:

14 respondents

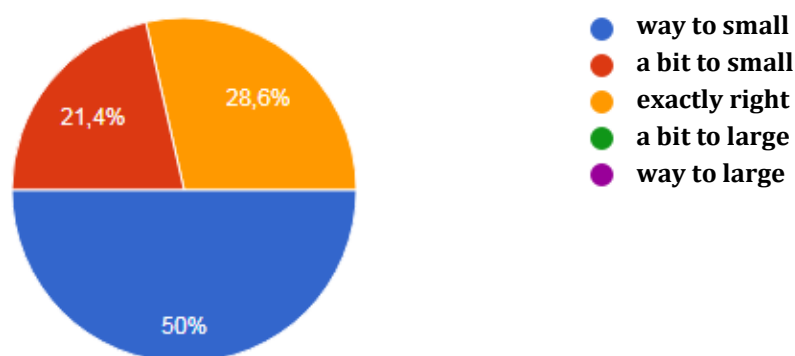


Diagram 3: Boa's opinion on the frequency of interaction moments.

The amount of interaction moments is:

26 respondents

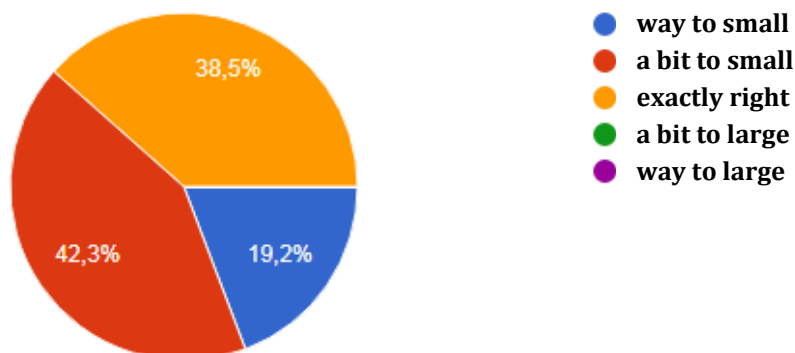


Diagram 4: Police officers' opinion on the frequency of interaction moments.

6.1.3 Shifting boundaries

Nowadays, police departments are confronted with a large working pressure and too little capacity to fulfil all the demands. Municipal law enforcers are compensating for this incapacity (Van Stokkom & Eikenaar, 2015). The respondents confirm these statements. 75% of the police respondents admit there are multiple tasks of which they believe are more suitable for boa's (A3.11). Striking is the fact that the tasks they mention are connected to maintaining the liveability of the community (A3.12). The boa's on the other hand state that most of the tasks they perform are meant for them. It seems that the tasks for both police officers and boa's are very intermingled and that clear boundaries between them are not present. After noticing the same diminish of boundaries Eikenaar en Van Stokkom (2014, pp. 206-208) concluded that the main focus should lie with the implementation of better collaboration with both professions working in the same field to prevent any disturbances in liveability. While this vague line between boa and police tasks could soften the boundaries between them in an operative perspective and open up possibilities for more interaction and collaboration, there are other factors that could harden the boundaries from a social point of view.

6.2 Social factors

Besides organizational factors, social factors also influence the boundaries between actors within both organizations. Trust and reputation are the factors to be discussed in this particular context. Without trust between boa's and police officers, durable collaboration is impossible. And how does the reputation of boa's affect possible collaboration.

6.2.1 Trust

With legal and practical borders becoming less clear, there is another way of looking at organizational boundaries. As mentioned in the explanation model organizational boundaries can also be created within a social aspect. The most important social aspect is trust. Two organizations cooperating on a basis of trust, results in more frequent and more effective communication. More frequent communication leads to a more durable form of cooperation.

The questionnaire reveals that some of the police respondents are experiencing a lack of trust in the competence of boa's while collaborating with them. They claim this is due to the attitude and way of communicating with civilians (A3.18). Boa's are supposedly very persisting with their view of the situation and are very unsubtle. They also claim boa's lack emotive skills which results in a very authoritarian attitude towards others. This lack of confidence in boa's competences results in a lack of trust. Without trust the police officers are not willing to collaborate with the boa's.

Boa's always act professional during interaction moments with civilians and/or suspects

26 respondents

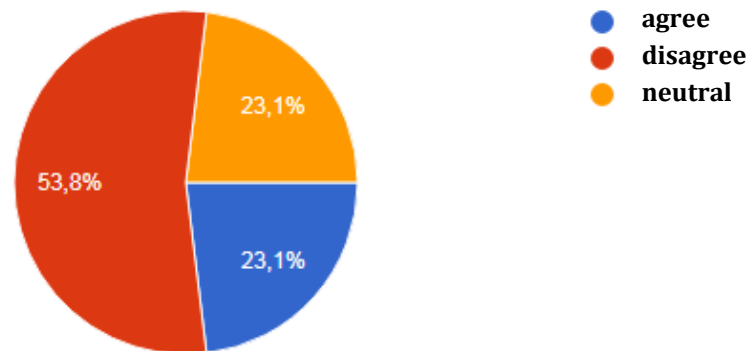


Diagram 7: Police officers' opinion the professionalism of boa's.

6.2.2 Reputation

Apparently, a lack of trust between police offers and boa's can result in a low frequency of communication or, in some cases, even a complete absence of it. It is caused by examples of certain attitudes presented by boa's which are not well-taken by police officers. Because this is a view that is not shared by the boa's themselves it is sensible to revisit this topic from a different perspective. Online and social media play an important role in creating an image or a perception of social issues, professions and people. Fed by an almost unlimited supply of news items and videos certain opinions are created concerning the role and functioning of both police officers and boa's. It is striking how often the latter appears in a negative context, which confirms the police respondents view on boa's. A small part of this research is dedicated to experiences with civilians from both the boa's and police officers' point of view. The boa's claim that they are mostly approached and spoken to in a serious way by civilians (A4.21, A4.22, A4.23). Civilians react understanding and respectful towards boa's when small violations are pointed out to them. The boa's claim a sense of mutual respect and appreciation is present. They admit that, as soon as they start fining a civilian, this mood changes slightly, but not to the point that civilians start to act disrespectful.

This perception on interaction with civilians is strongly disagreed by the police respondents. More than 80% of the police offers, who are present during these moments of boa's and civilians interacting, claim that a difference in attitude is notable when comparing the way civilians communicate with boa's or police officers (A3.21). They are convinced that there is a difference in the amount of respect and credibility a boa gets when compared to a police officer (A3.22). Police respondents claim that civilians are more willing to cooperate during an arrest performed by a boa if a police officer is present at the situation. The respondents were asked if they noted any behavioural

differences from suspects in situations where there is or isn't a police officer present. The police officers claim a distinctive lack of respect towards boa's in these situations (A3.22).

*"More respect towards police officers compared to boa's"*²⁴

*"Boa's are not always taken seriously"*²⁵

This presumed lack of respect is an important cause of escalating situations in which unwilling civilians cause trouble and police assistance is necessary to retain control of the situation. Some possible explanations that are given include the amount of humanity and kindness that is shown by a boa and their overall appearances:

*"we, as police officers, are more human, personal and friendly"*²⁶

*"in operational uniform you receive more respect. A boa is unknown for some people"*²⁷

One officer points out that this negative attitude towards boa's can be caused by lead back to the time these jobs were part of the 'Melkertbanen' and the parking supervisors. These public functions received many resistances among society.

6.3 Conclusion

The failure or success of efficient collaboration between boa's and police officers is influenced by a few factors. The organizations themselves are interdependent but are not turning this interdependence into durable collaboration. The vague line between boa and police officers' tasks triggers the need for communication and interaction between boa's and police officers and can be a motivator for both organizations to start thinking about possible collaboration. Despite this possibility of softening the organizational borders from an operative perspective, from a social perspective hardening of borders between them is evident by some respondents caused by an occasional lack of trust and a negative reputation by the public created by the influence of social media. This lack of trust prevents them from establishing a form of durable and frequent communication and collaboration. But trust issues or reputation do not seem to be the leading cause for the absence of routine collaboration. It is the low amount of interaction moments that restricts respondents from establishing frequent and durable collaboration.

²⁴ *"meer respect voor de politie dan voor de boa"*

²⁵ *"boa's worden soms niet serieus genomen"*

²⁶ *"dat we als politie vaak menselijker, persoonlijker en vriendelijker zijn"*

²⁷ *"dat je in operationeel uniform meer respect krijgt. Een boa is voor sommige mensen onbekend"*

7. Conclusions

This chapter is dedicated to the most important outcomes of this research. These will be matched with the corresponding sub-questions and will ultimately lead to the main conclusion answering the question how the collaboration between boa's and police officers can be optimized.

7.1 Boa's

During this research as much information as possible is collected about the functioning of boa's. When attempting to improve the collaboration with police officers it is important to know what the daily practises of boa's are. Both in theory and daily practise boa's should be concerned with maintaining the liveability of the community and enforcing the implemented rules by the municipal concerning this liveability. Their daily practises vary from preventing illegal waste dumping to unleashed dogs and unauthorised parking at the city centre. This is their way to ensure the community is a happy and safe place for all citizens to work and live. Furthermore, the boa's are active as supervisors as part of different laws and regulations concerning permits for big events and supplying liquor to minors. The boa's have the expertise, authorities and in some cases the equipment to do so, which makes them most suitable for these tasks.

In some cases, boa's are forced to execute tasks which are more suitable for police officers. It is during these practises that boa's need support and back-up from their colleagues in police uniforms. It is no coincidence that boa's are more outfitted and prepared for such tasks, because the police cannot keep up with the demands for more safety.

7.2 Current collaboration

When boa's encounter problems during their practises which they are not able to solve using their expertise or authorities police support or back-up can be necessary. Especially in escalating situations police-backup plays an important role. Despite having the authority to place a suspect under arrest, boa's are not equipped or capable of handling the subsequent actions, such as transporting the suspect to a police station and the corresponding paperwork. Police officers are not always so fond about the situation-dealing skills of boa's. A lack of subtlety and de-escalating attitudes is the main reason. The very strict way of enforcing the municipal's laws and regulations doesn't make them a very sympathetic listener which causes frustration by both police officers and civilians. Although these frustrations exist among some of the police respondents, it doesn't seem to be standing in the way of an efficient supportive function. The back-up and supportive role played by the police is sufficient, but actual collaboration is non-existent. Most of the respondents are satisfied with the occasional collaboration. Both police officers and boa's emphasize mutual respect and being

well listened to. Current collaboration, although limited to some occasional police support, is well executed and the respondents show a high level of satisfaction.

7.3 Success or failure

Experiences with the current collaboration and the negative reputation of *boa*'s, as suggested by media and some police officers, are not the main reason for the absence of durable and routine collaboration. A few exceptions aside, the respondents are satisfied with execution of the current forms of collaboration. The main reason can be found within the dimensions of the organizational context, specifically the factors that are crucial for attaining durable collaboration. According to the theory the network-context should be the ultimate situation in which *boa*'s and police officers collaborate with each other to achieve a common goal. Both the police organization and the municipality are autonomous, but a frequent and intense form of interaction and communication is added, which leads to durable collaboration. In real-life this is not the case. Communication and interaction depend on the boundaries between both organizations and the way they function. Both are rational-legal organizations that act within the limits of the law. Regulations and protocols dictate how *boa*'s and police officers are supposed to execute their preventive and repressive tasks on the street. Both organizations act from their own autonomous point of view, which is an important condition for the network-context. But, when circumstances demand from both organizations to start working together the boundaries between them shift. This is apparent with the diminishing operative borders between them. *Boa*'s are performing more police-related tasks, but any consensus about what defines *boa* or police tasks is not found. This grey area of daily practise should be an encouragement for the police and municipalities to start communicating about agreements on this subject, but practical implementation has not succeeded yet. During collaboration and interaction trust is a very import social construction on which the hardness of these boundaries is based. This research has shown that, a few exceptions aside, *boa*'s and police officers share a substantial amount of trust in each other. Both professions speak very positive about different aspects such as police back-up and information sharing on necessary moments. This creates softer boundaries between both organizations which is very favourable for the development of durable interdependency and routine interaction patterns.

The one factor that is currently blocking this ultimate form of collaboration is the frequency of those interaction moments. With less than one interaction moment during the entire week being no exception, this frequency is very low. A majority of the respondents will not be able to create a routine interaction pattern by frequently sharing information or giving constructive feedback. There appears to be no encouragement or resources to increase this amount of interaction moments which causes the absence of durable and routine forms of collaboration.

8. Discussion

In this chapter the validity of this research will be addressed. Next, the results will be compared with the expectations prior to this research and possible explanation in case of any differences. Then a statement will be made about the relevancy and attribution of this study to the existing literature. Finally, some recommendations for follow-up research will be done.

8.1 Validity

As mentions in the chapter addressing the research methods this research was conducted with the use of a questionnaire spread amongst a representative part of the boa's and police officers working in Hengelo and Enschede within the relevant framing of this research. When this research would be repeated, the results would be identical which makes the results of this research valid. A small doubt can be placed with the external validity of this research. Although other research confirms the results, it is not guaranteed that the same conclusions can be drawn for every Dutch municipal. Different municipals could face the same problems, but possible influenced by other demographic, social or political factors. Another factor that could bias the outcome of this research is the fact that the respondents knew that they were being studied. In trying to avoid this, the main purpose of the questionnaire was not mentioned towards the respondents and some general topics of questions were added.

8.2 Results

The answers in the questionnaires made very clear that the absence of collaboration between boa's and police officers is not solely caused by ignorance between both professions and the overall poor reputation of boa's. It turns out the most important cause is the low frequency of interaction between them. This result is most likely also caused by the insufficient possibilities for boa's to contact police officers or the unwillingness of their managers to further diminish the boundaries between them. Both boa's and police officers are very much willing to increase the collaboration between them, but for now they are limited by managerial incompetence or unwillingness.

8.3 Follow-up research

Further research is needed to understand how the managerial layer of local municipal organization and police organization influences possible decision-making about collaboration between the two organizations. Are they willing to invest in such operational developments or are they the reason that the soft borders between boa's and police officers are not resulting in frequent communication and collaboration despite the great intentions found on 'the streets'.

9. Recommendations

After concluding that the frequency of the interaction moments between boa's and police officers is too low, some recommendations will be done to solve this issue.

9.1 Communication

The most prominent bottleneck this research has uncovered is the difficult communication between boa's and police officers. The fact that they are unable to communicate via one shared channel brings many limitations in order to achieve a more frequent form of interaction. The solution lies in enhancing the communication possibilities between both groups which will make interaction much easier. In situations where coordinated acting is required boa's are separately informed and updated by the central control room. By giving them the opportunity to tune in directly to the channel used by the police, when necessary, boa's can be in direct contact with both their police colleagues and the central control room. This prevents boa's from possibly walking into a risky situation without having all the necessary information or gives them the opportunity to inform the police about suspicious situations or persons. Another suggestion is to frequently send out couples consisting of a boa and police officer or facilitate joint briefings. Both professions will be able to learn from each other during their daily practise and the public will notice the bonding between both organizations.

9.2 Knowledge and training

In addition to the previous recommendation it is also key that both boa's and police officers are more familiar with each other's authorities, so when more frequent collaborations take place, both professions can use each other's expertise and knowledge. In some cities these kinds of stimulation is already implemented with great results (Oomkens, 2017). In addition to the standard IBT (Integrale Beroepsvaardigheden Training) which is compulsory for police officers and the standard boa education programme, an extra focus could be laid on the execution of joint actions during which both boa's and police officers can get familiar with each other's profession including all its methods, procedures and protocols.

9.3 Verdict

Durable collaboration can only exist with the presence of frequent interactions based on interdependence between two organizations who work together in order to achieve common goals while maintaining their autonomous integrity.

By facilitating simple and effective ways for boa's to contact and interact with their police counterparts frequent and durable collaboration will be possible based on trust and mutual respect.

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Appendix

1. Questionnaire police officers

23-2-2019

Vragenlijst politie

Vragenlijst politie

In het kader van mijn afstudeeropdracht wil ik je vragen om de volgende vragenlijst in te vullen.
Dit neemt ongeveer 10 minuten in beslag.
Probeer deze zo volledig en eerlijk mogelijk in te vullen.

Bij voorbaat dank voor de moeite.
Mark Noorman

**Vereist*

Algemene vragen

1. Aantal jaren werkzaam bij de politie *

2. Gemiddeld aantal werkuren per week *

3. Ik ben een: (niet verplicht)

Markeer slechts één ovaal.

☐ vrouw

☐ man

4. Leeftijd: (niet verplicht)

Vragen over het werk

De volgende vragen gaan over het werk in het algemeen.

Vragen over het werk

5. Wat versta je onder de begrippen openbare orde en veiligheid? *

Vragen over het werk

6. Noem enkele taken die je verricht op straat om de openbare orde en veiligheid te handhaven: *

Vragen over het werk

7. Wie vertelt je welke taken je op straat moet uitvoeren? *

Vragen over het werk

8. Zijn er projecten of situaties waar extra aandacht aan besteed wordt? *

Markeer slechts één ovaal.

☐

nee

Ga naar vraag 11.

☐

ja

Vragen over het werk

Je geeft aan dat er projecten of situaties zijn waar extra aandacht aan besteed wordt

9. Noem enkele voorbeelden *

Vragen over het werk

10. Wie bepaalt waar deze extra aandacht aan besteed wordt? *

Vragen over het werk

11. Zijn er taken die je moet uitvoeren waarvan je vindt dat ze niet horen bij het handhaven van de openbare orde en veiligheid? *

Markeer slechts één ovaal.

- ☐ nee Ga naar vraag 13.
☐ ja Ga naar vraag 12.

Vragen over het werk

Je geeft aan dat er taken zijn waarvan je vindt dat ze geen politiewerk zijn.

12. Noem enkele voorbeelden en leg kort uit waarom je dit vindt *

Vragen over het werk

13. Zijn er taken waarvan je vindt dat ze door gemeentelijke handhavers of toezichthouders uitgevoerd moeten worden? *

Markeer slechts één ovaal.

- ☐ nee Ga naar "Vragen over contact met gemeentelijke handhavers (BOA's)."
☐ ja Ga naar vraag 14.

Vragen over het werk

Je geeft aan dat er taken zijn waarvan je vindt dat ze door gemeentelijke handhavers of toezichthouders uitgevoerd moeten worden.

14. Noem enkele voorbeelden en leg kort uit waarom je dit vindt *

Vragen over contact met gemeentelijke handhavers (BOA's)

Politiefunctionarissen en BOA's moeten soms samenwerken op straat. De volgende vragen gaan over deze contactmomenten met de BOA's.

Vragen over contact met BOA's

15. Hoe vaak heb je gemiddeld per week (mondeling of via de portofoon) contact met de BOA's op straat? *

Markeer slechts één ovaal.

- ☐ minder dan 1 keer
- ☐ 1 tot 5 keer
- ☐ 5 tot 10 keer
- ☐ meer dan 10 keer

Vragen over contact met BOA's

16. Deze contactmomenten vind ik: *

Markeer slechts één ovaal.

- ☐ veel te weinig plaatsvinden *Ga naar vraag 17.*
- ☐ iets te weinig plaatsvinden *Ga naar vraag 17.*
- ☐ precies genoeg plaatsvinden *Ga naar vraag 19.*
- ☐ iets te veel plaatsvinden *Ga naar vraag 18.*
- ☐ veel te veel plaatsvinden *Ga naar vraag 18.*

Vragen over contact met BOA's

Je geeft aan dat je deze contactmomenten te weinig vindt plaatsvinden

17. Waarom vind je dit te weinig? *

Ga naar vraag 19.

Vragen over contact met BOA's

Je geeft aan dat je deze contactmomenten te veel vindt plaatsvinden

18. Waarom vind je dit te veel? *

Vragen over contact met BOA's

19. Waarover gaan deze contactmomenten? Noem een paar voorbeelden. *

Vragen over contact met BOA's

20. Hoe verloopt dit contact met de BOA's in de meeste gevallen? *

Markeer slechts één ovaal.

- ☐ zeer onprettig Ga naar vraag 21.
- ☐ onprettig Ga naar vraag 21.
- ☐ neutraal Ga naar vraag 23.
- ☐ prettig Ga naar vraag 22.
- ☐ zeer prettig Ga naar vraag 22.

Vragen over contact met BOA's

Je geeft aan dat het contract met de BOA's in de meeste gevallen prettig verloopt.

21. Waarom vind je dit onprettig? *

Ga naar vraag 23.

Vragen over contact met BOA's

Je geeft aan dat het contact met de BOA's in de meeste gevallen prettig verloopt.

22. Waarom vind je dit prettig? *

Vragen over contact met BOA's

23. Zijn er momenten waarop je samen met een BOA in gesprek bent met een burger/verdachte? *

Markeer slechts één ovaal.

- ☐ nee Ga naar vraag 26.
- ☐ ja Ga naar vraag 24.

Vragen over contact met BOA's

24. Merk je verschil in de manier waarop jij door de burger/verdachte wordt aangesproken in vergelijking met hoe de BOA wordt aangesproken? *

Markeer slechts één ovaal.

- ☐ nee Ga naar vraag 26.
☐ ja Ga naar vraag 25.

Vragen over contact met BOA's

Je geeft aan dat er verschil is in de manier waarop de burger/verdachte de BOA aanspreekt in vergelijking met hoe jij aangesproken wordt.

25. Kun je dit verschil kort uitleggen? *

Vragen over contact met BOA's

26. Als politiefunctionaris werk ik graag samen met BOA's *

Markeer slechts één ovaal.

- ☐ eens Ga naar vraag 28.
☐ oneens Ga naar vraag 27.
☐ ik werk nooit samen met BOA's Ga naar vraag 29.

Vragen over contact met BOA's

Je geeft aan dat je niet graag samenwerkt met BOA's.

27. Korte uitleg: *

Ga naar vraag 29.

Vragen over contact met BOA's

Je geeft aan dat je graag samenwerkt met BOA's.

28. Korte uitleg *

Vragen over contact met BOA's**29. Ik bepaal zelf welke informatie over een verdachte of verdachte situatie ik mondeling/via portofoon vermeld aan een BOA. ***

Markeer slechts één ovaal.

- ☐ onjuist Ga naar vraag 30.
- ☐ juist Ga naar vraag 31.

Vragen over contact met BOA's

Je geeft aan dat je niet zelf bepaalt welke informatie aan een BOA wordt doorgegeven.

30. Door wie wordt dit bepaald? *

Ga naar "Stellingen over BOA's."

Vragen over contact met BOA's

Je geeft aan dat je zelf bepaalt welke informatie wordt doorgegeven aan een BOA.

31. Waar laat je dit vanaf hangen? *

Stellingen over BOA's

De volgende stellingen gaan over BOA's en toezichthouders.

Stellingen

32. Ik ben goed op de hoogte van de bevoegdheden van BOA's en toezichthouders **Markeer slechts één ovaal.*

- ☐ eens
- ☐ oneens
- ☐ geen mening

Stellingen**33. BOA's en toezichthouders hebben in sommige gevallen meer bevoegdheden dan een politiefunctionaris ****Markeer slechts één ovaal.*

- ☐ eens
- ☐ oneens
- ☐ geen mening

Stellingen**34. BOA's en toezichthouders zijn de oren en ogen van de straat ****Markeer slechts één ovaal.*

- ☐ eens
- ☐ oneens
- ☐ geen mening

Stellingen**35. BOA's voeren soms politietaken uit op straat ****Markeer slechts één ovaal.*

- ☐ eens
- ☐ oneens
- ☐ geen mening

Stellingen**36. BOA's en toezichthouders leveren in de meeste gevallen goede en bruikbare informatie ten behoeve van een onderzoek of controle ****Markeer slechts één ovaal.*

- ☐ eens
- ☐ oneens
- ☐ geen mening

Stellingen

37. BOA's en toezichhouders hoeven niet alle informatie te krijgen die een politiefunctionaris heeft over een verdachte of verdachte situatie *

Markeer slechts één ovaal.

- ☐ eens
☐ oneens
☐ geen mening

Stellingen

38. BOA's en toezichhouders lijken zich in sommige gevallen graag als politieagent te willen gedragen op straat *

Markeer slechts één ovaal.

- ☐ eens
☐ oneens
☐ geen mening

Stellingen

39. BOA's en toezichhouders gedragen zich altijd professioneel tegenover burgers en/of verdachten *

Markeer slechts één ovaal.

- ☐ eens
☐ oneens
☐ geen mening

Stellingen

40. Mijn leidinggevende spreekt meestal positief over de samenwerking met BOA's op straat *

Markeer slechts één ovaal.

- ☐ eens
☐ oneens
☐ geen mening

Vragen/opmerkingen

41. Heb je nog aanvullende vragen en/of opmerkingen naar aanleiding van deze vragenlijst?

Hartelijk dank voor het invullen van de vragenlijst

2. Questionnaire boa's

23-2-2019

Vragenlijst Handhaving

Vragenlijst Handhaving

In het kader van mijn afstudeerscriptie wil ik je vragen om de volgende vragenlijst in te vullen.
Dit neemt ongeveer 10 minuten in beslag.
Probeer deze zo volledig en eerlijk mogelijk in te vullen.

Bij voorbaat dank voor de moeite.
Mark.

***Vereist**

Algemene vragen

1. Aantal jaren werkzaam als handhaver: *

2. Gemiddeld aantal werkuren per week: *

3. Ik ben een: (niet verplicht)

Markeer slechts één ovaal.

☐ vrouw

☐ man

4. Leeftijd: (niet verplicht)

Vragen over het werk

Handhavers houden zich bezig met het handhaven van de leefbaarheid binnen de gemeente. De volgende vragen gaan over het werk, de taken en de projecten die je uitvoert.

Vragen over het werk

5. Wat versta je onder het begrip leefbaarheid? *

Vragen over het werk

6. Noem enkele taken die je verricht op straat om de leefbaarheid te handhaven: *

Vragen over het werk

7. Wie vertelt je welke taken je op straat moet uitvoeren? *

Vragen over het werk

8. Wie bepaalt aan welke projecten jij als handhaver extra aandacht gaat besteden? *

Vragen over het werk

9. Zijn er taken of projecten waarvan je vindt dat ze niet passen bij het handhaven van de leefbaarheid? *

Markeer slechts één ovaal.

- ☐ nee Ga naar vraag 11.
- ☐ ja Ga naar vraag 10.

Vragen over het werk

Je geeft aan dat er taken of projecten zijn die niet passen bij het handhaven van de leefbaarheid

10. Noem enkele voorbeelden en leg kort uit waarom het geen leefbaarheidstaken of projecten zijn *

Vragen over het werk

11. Zijn er taken waarvan je vindt dat ze eigenlijk door de politie uitgevoerd moeten worden? **Markeer slechts één ovaal.*

- ☐ nee Ga naar "Vragen over contact met de politie."
- ☐ ja Ga naar vraag 12.

Vragen over het werk

Je geeft aan dat er taken zijn die eigenlijk door de politie uitgevoerd moeten worden

12. Noem enkele voorbeelden en leg kort uit waarom het politietaken zijn *

Vragen over contact met de politie

Handhavers en politieagenten moeten soms samenwerken en hebben contact op straat. De volgende vragen gaan over deze contactmomenten met de politie.

Vragen over contact met de politie**13. Hoe vaak heb je gemiddeld per week (mondeling of via de portofoon) contact met de politie op straat? ****Markeer slechts één ovaal.*

- ☐ minder dan 1 keer
- ☐ 1 tot 5 keer
- ☐ 5 tot 10 keer
- ☐ meer dan 10 keer

Vragen over contact met de politie**14. Deze contactmomenten vind ik: ****Markeer slechts één ovaal.*

- ☐ veel te weinig plaatsvinden Ga naar vraag 15.
- ☐ iets te weinig plaatsvinden Ga naar vraag 15.
- ☐ precies genoeg plaatsvinden Ga naar vraag 17.
- ☐ iets te veel plaatsvinden Ga naar vraag 16.
- ☐ veel te veel plaatsvinden Ga naar vraag 16.

Vragen over contact met de politie

Je geeft aan dat je deze contactmomenten te weinig vindt plaatsvinden.

15. Waarom vind je dit te weinig? *

Ga naar vraag 17.

Vragen over contact met de politie

Je geeft aan dat deze contactmomenten te veel plaatsvinden.

16. Waarom vind je dit te veel? *

Vragen over contact met de politie**17. Waarover gaan deze contactmomenten? Noem een paar voorbeelden. ***

Vragen over contact met de politie**18. Dit contact wordt in de meeste gevallen gezocht door: ***

Markeer slechts één ovaal.

- ☐ de handhaver
- ☐ de politie
- ☐ zowel de handhaver als de politie

Vragen over contact met de politie**19. Hoe verloopt dit contact met de politie in de meeste gevallen? ***

Markeer slechts één ovaal.

- ☐ zeer onprettig *Ga naar vraag 20.*
- ☐ onprettig *Ga naar vraag 20.*
- ☐ neutraal *Ga naar "Vragen over contact met burgers."*
- ☐ prettig *Ga naar vraag 21.*
- ☐ zeer prettig *Ga naar vraag 21.*

Vragen over contact met de politie

Je geeft aan dat het contact met de politie in de meeste gevallen onprettig verloopt.

20. Waarom vind je dit onprettig? *

Ga naar "Vragen over contact met burgers."

Vragen over contact met de politie

Je geeft aan dat het contact met de politie in de meeste gevallen prettig verloopt.

21. Waarom vind je dit prettig? *

Vragen over contact met burgers

Als handhaver heb je vaak contact met burgers. De volgende vragen gaan over deze contactmomenten.

Vragen over contact met burgers**22. Als handhaver bepaal ik zelf of ik een boete of een waarschuwing geef ***

Markeer slechts één ovaal.

- ☐ onjuist *Ga naar vraag 23.*
☐ juist *Ga naar vraag 24.*

Vragen over contact met burgers

Je geeft aan dat je niet zelf bepaalt of je een boete of een waarschuwing geeft.

23. Hoe of door wie wordt dit bepaald? *

Ga naar vraag 25.

Vragen over contact met burgers

Je geeft aan dat je zelf bepaalt of je een boete of een waarschuwing geeft.

24. Waar laat je dit vanaf hangen? *

Vragen over contact met burgers**25. Hoe verloopt het contact met burgers in de meeste gevallen? ***

Markeer slechts één ovaal.

- ☐ zeer onprettig Ga naar vraag 26.
- ☐ onprettig Ga naar vraag 26.
- ☐ neutraal Ga naar vraag 28.
- ☐ prettig Ga naar vraag 27.
- ☐ zeer prettig Ga naar vraag 27.

Vragen over contact met burgers

Je geeft aan dat het contact met burgers in de meeste gevallen onprettig verloopt.

26. Waarom vind je dit onprettig? *

Ga naar vraag 28.

Vragen over contact met burgers

Je geeft aan dat het contact met burgers in de meeste gevallen prettig verloopt.

27. Waarom vind je dit prettig? *

Vragen over contact met burgers**28. Tijdens contact met burgers voel ik mij in de meeste gevallen serieus genomen ***

Markeer slechts één ovaal.

- ☐ onjuist Ga naar vraag 29.
- ☐ juist Ga naar "Hartelijk dank voor het invullen van deze vragenlijst.."

Vragen over contact met burgers

Je geeft aan dat je in de meeste gevallen niet serieus genomen voelt.

29. **Waarom voel je je niet serieus genomen? ***

Vragen/opmerkingen

30. Heb je nog aanvullende vragen en/of opmerkingen naar aanleiding van deze vragenlijst?

Hartelijk dank voor het invullen van deze vragenlijst.

Mogelijk gemaakt door



Google Forms

