

Public-private partnership at the local level in Hengelo and in Timisoara: effective network governance?

The case of the project “Scoring in the neighborhood”



scoren in de wijk
BERFLOES

University of Twente
School of Management and Governance

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The case of the project "Scoring in the neighborhood"

Master Assignment

by

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Contents

| | |
|---|-----------|
| Acknowledgements | 4 |
| Abstract | 5 |
| 1 Introduction | 6 |
| 1.1 Background | 6 |
| 1.2 Problem | 9 |
| 1.2.1 Research area & research topic | 9 |
| 1.2.2 General and specific research questions | 10 |
| 1.3 Approach | 12 |
| 1.3.1 Methods | 12 |
| 1.3.2 Relevance | 12 |
| 2 Theoretical background | 14 |
| 2.1 Introduction | 14 |
| 2.2 Network governance | 14 |
| 2.2.1 General background: "government" and "governance" | 14 |
| 2.2.2 Network governance: general characteristics | 16 |
| 2.2.3 Forms of network governance | 17 |
| 2.2.4 Types of governance - why network governance? | 19 |
| 2.2.5 Network governance and (in)effectiveness | 21 |
| 2.3 Social inclusion | 22 |
| 2.3.1 General background: social exclusion | 22 |
| 2.3.2 Relevant aspects in social exclusion | 24 |
| 2.3.3 Neighborhoods - a framework for social exclusion/inclusion | 25 |
| 2.4 Network governance and social inclusion: connection and practical value | 26 |
| 2.5 Conclusions | 27 |

| | | |
|----------|--|-----------|
| 3 | Methodology | 29 |
| 3.1 | Introduction | 29 |
| 3.2 | Research design | 30 |
| 3.2.1 | Data collection | 30 |
| 3.2.2 | Data analysis | 33 |
| 3.2.3 | Conclusions | 37 |
| 4 | Data analysis | 38 |
| 4.1 | Introduction | 38 |
| 4.2 | Background | 39 |
| 4.2.1 | Timisoara vs. Hengelo | 39 |
| 4.2.2 | The neighborhoods | 42 |
| 4.3 | The results of the qualitative research | 48 |
| 4.3.1 | Creating a network governance organization | 48 |
| 4.3.2 | Social integration | 52 |
| 4.3.3 | The good practice example | 55 |
| 4.4 | Conclusions | 58 |
| 5 | Conclusions | 60 |
| 5.1 | Research question | 60 |
| 5.2 | Policy recommendations | 62 |
| 5.3 | Reflections | 64 |
| | References | 66 |
| | Annex 1 | 71 |
| | Annex 2 | 72 |
| | Annex 3 | 73 |

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I hope that this work will enhance the knowledge on the topic and will be useful for future researches.

Abstract

The aim of this *empirical research* is to conduct a **case study** through which I want to answer my research questions that have practical consequences for policy and governance, and observe if it gives an effective solution, which can be used in other cases as well.

The focus in my research will be on **network governance**, and the case study is a project from Hengelo, the Netherlands, called "Scoring in the neighborhood". Through this case study I want to analyze in which way the cooperation of different actors can help in tackling **social exclusion in European neighborhoods**. Basically I will analyze neighborhood processes and policy interventions in two different countries (the Netherlands and Romania). Another relevant aspect of my research will concern if the approach of the project from the Netherlands can actually be implemented in other similar cases, like the Kuntz neighborhood from Timisoara, Romania.

I decided to approach this topic in the context of the recent world-wide economic crisis which left Romania in recession. Since the financial resources of the country have been seriously affected, there is a great need for alternative solutions for the public fundings. In my first week in the Netherlands I had the opportunity to go in a field trip to Hengelo, more exactly to the Berflo Es neighborhood. There I was able to find out about one of the programs of the Municipality from Hengelo in cooperation with private actors, called "Scoring in the neighborhood". This way I realized how a network formed by both public and private actors can perform actions in order to satisfy the needs of the people, in most of the cases, with less investments and higher quality of the services.

In order to understand better both cases (Berflo Es and Kuntz) a research is needed, at the end of which I will be able to draw some conclusions regarding the application of a Dutch governance model in a context from Romania.

Chapter 1

Introduction

1.1 Background

While the main goal of the European Union is to build "a more inclusive Europe"¹, social exclusion became a big concern for the Community. The European Commission, as a multi-level actor, developed the *Employment and social rights policy*, in which there is an emphasis on *Social protection and inclusion*. Some of the aspects aimed by this policy are the active inclusion in the society of vulnerable groups and the integration of ethnic minorities and immigrants². Moreover, the Commission has actually designated 2010 as the year for combating poverty and social exclusion.

In the last decades two opposites trends have developed. On one hand we have globalisation and the tendency that certain issues can only be addressed by supranational levels of authority, while on the other hand we have the so called localisation. The latter focuses on an increasing power for the local and regional policies. Following the subsidiarity principle, according to which the decisions should be taken at the closest level to the people they affect and the actions at the most effective one, we can notice a shift in approaches, from national affairs to actually neighborhood affairs. **Although there is still a strong national identity, the neighborhood identity prevails**, because the people first of all live in a neighborhood and they are members of that **community**.

Percy-Smith's (2000) figure (see Figure 1) summarizes this perspective, emphasizing that although social exclusion is a consequence of global phenomena, the national policies can affect it, and nevertheless the local context with its particulari-

¹European Commission. *Social inclusion*, Retrieved from [http : //ec.europa.eu/employment_social/spsi/poverty_social_exclusion_en.htm](http://ec.europa.eu/employment_social/spsi/poverty_social_exclusion_en.htm).

²European Commission. *Poverty and social exclusion*, Retrieved from [http : //ec.europa.eu/social/main.jsp?catId=751&langId=en](http://ec.europa.eu/social/main.jsp?catId=751&langId=en).

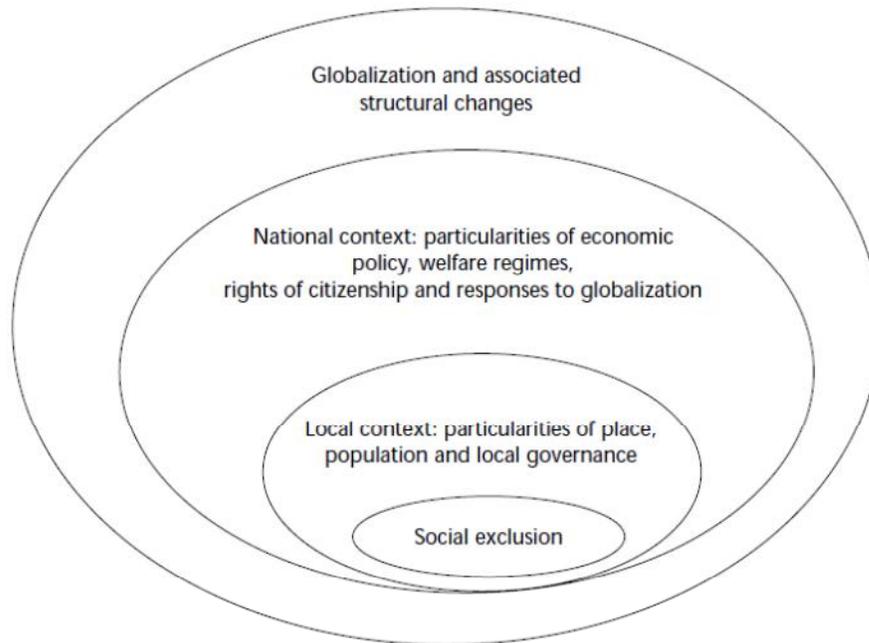


Figure 1: Social exclusion in context
Source: Percy-Smith, 2000.

ties has a strong impact.

In this context, the governmental policies in the European Union focus more and more on neighborhoods which are disadvantaged because of their "complex social, economic and physical situations" (Kahrik, 2006, p. 9). If in the beginning the tendency was rather to improve the physical situations, now the stress is on the social groups and on creating new opportunities for them in these areas.

However, not only the national authorities and the European Union are paying attention to the social inclusion of disadvantaged groups in the context of helping to develop poor neighborhoods. Also the Council of Europe is concerned by the issue of integration of migrants (especially regarding human rights and anti-discrimination). The Council of Europe stresses the importance of the involvement of the local level in shaping and implementing integration policies (Maurer, 2008). Although the problem of social exclusion is first of all the concern of the national states or international organizations, the reality of this issue is actually more obvious at the local level. That is why the Council of Europe is encouraging and supporting the initiatives of the local governments in trying to promote social cohesion.

One of the local projects that focuses on tackling social exclusion and creating socially coherent communities is "Scoring in the neighborhood", a program of the Municipality from Hengelo, the Netherlands, in cooperation with private actors. In this kind of project we can identify different types of actors, apart from the private ones and the local authorities. A type of actor involved is represented by the European Union (EU), as a governance actor (multi-level governance), which establishes at the Community's level the policies for local governance, social inclusion, participation and ethnic minorities.

The project "Scoring in the neighborhood" is considered innovative and that is why it also received the financial support of the Dutch Ministry of Housing. Actually the project submitted by Hengelo and other private actors fits in one of the programs of the Ministry of Housing, part of the Major City Policy. The Government's purpose in this policy is to develop 31 cities, helping them to become safe, clean, sustainable, obtain more economic growth and social cohesion³. This policy is based on three pillars: the employment and economic pillar, the social pillar, and the physical development pillar. In order to accelerate the implementation of the policy, the Ministry focused on neighborhoods, and one of them is Berflo Es from Hengelo.

Berflo Es is amongst the poorest neighborhoods in Hengelo, facing with problems of urban decay and poverty. "This is reflected, amongst other things, in a high dependency on social assistance, a high concentration of non-western immigrants and a high percentage of one parent families." (Denters & Klok, 2007). The projects included in the "Scoring in the neighborhood" Program focus on four domains: sports, health, education and social inclusion.

Also the Romanian Government has developed programs regarding social inclusion, focusing especially on ethnic minorities and on certain poor areas. In 2005, the Romanian Government in cooperation with 9 other states, and with the support of the Council of Europe, European Union and other important actors like the World Bank, initiated the "Decade of Roma inclusion" project, which should finish in 2015⁴.

Another cooperation between the Council of Europe, the European Union, national and local authorities, and private actors is the Phare Project concerning the *Development of partnerships for improving the perception on Roma population*. This project took place also in Timisoara city, Romania, in Kuntz neighborhood. Timisoara was actually called "the city of social inclusion" and although it is one of the most developed cities in Romania it still has so-called "problem" neighborhoods (and the

³Ministry of Housing. *Major City Policy*, Retrieved from <http://www.vrom.nl/pagina.html?id=37443>.

⁴Guvernul Romaniei, Agentia Nationala pentru Romi. (2006), *Deceniul de Includere a Romilor - Un An de Presedintie Romaneasca Iulie 2005 - Iunie 2006*, Retrieved from [http://www.anr.gov.ro/docs/rapoarte/Raportu_n_a_n_e_p_r_e_s_e_d_e_n_t_i_e_-_d_e_c_e_n_i_u_%20\(ro\).pdf](http://www.anr.gov.ro/docs/rapoarte/Raportu_n_a_n_e_p_r_e_s_e_d_e_n_t_i_e_-_d_e_c_e_n_i_u_%20(ro).pdf).

problems here are quite similar to the ones from the neighborhood in Hengelo).

Considering the similarities between the case from Hengelo and the case from Timisoara, the diversity of actors involved in implementing them but as well the different backgrounds and general context, I found these projects to be appropriate for my study. A comparison between Berflo Es and Hengelo is a valuable analytical opportunity since the main issue in these areas is the same (social exclusion) and also the consequences (poverty, decay) which in the end have a negative impact for the entire city. Both areas are struggling to tackle the problems and find solutions and also both of them were part of projects which aimed at improving the situation in these neighborhoods. However, the means and the results were different and this is the aspect that will make the comparative study more interesting.

1.2 Problem

1.2.1 Research area & research topic

As the project from Hengelo raised my interest because it is a very good example of cooperation between the national government, the local authorities and the private sector, I decided to focus my research on one of the pillars from the Major City Policy: the social pillar. In this pillar the Ministry distinguished seven targets concerning citizenship and integration, youth and education, social care, health, safety, participation, sports, culture and spare time, social quality of the housing and living environment.

From all these targets, I choose as a research area **Social inclusion** and my research topic will be **Social integration of ethnic minorities**. My choice is based on the fact that one of the main purposes of the project "Scoring in the neighborhood" concerns the civic integration of ethnic minorities, because the immigrant population represents a large proportion of the population from Berflo Es neighborhood. Apparently the fact that minorities do not speak Dutch also represents a problem, making it harder for them to find a job in the Netherlands. However, I need to gather some more information concerning this aspect, which is thought to be one of the elements that decrease their standard of living and implicitly the potential of development of the neighborhood.

In order to improve this situation, the local authorities decided to take action and together with private actors like the football club FC Twente, they decided to start this project, as a public-private partnership, having also the support of the Dutch Government. On the other hand, I want to focus my research on the case from Kuntz neighborhood, Timisoara, as well. Although the two case studies - the one from Hengelo and the one from Timisoara - are not identical, the main issue is actually

the same: social exclusion of ethnic minorities. In Kuntz a big number of minorities live, especially Roma population, that are considered to be socially excluded on different criteria, like: the fact that they do not have identity cards, they do not own a property, and do not have medical insurance. All these lead to not having access to education, a working place or an accommodation. As a consequence, this affects the entire neighborhood as well, decreasing the standard of living.

The Roma people from Kuntz neighborhood are not considered immigrants like the community from Berflo Es. However, the fact that they do not have identity cards gives them even less rights than the immigrants have. Both neighborhoods have reached a high level of poverty (according to the standards regarding poverty of each of the country) and there is also a high demand for social assistance. It is important to make the distinction between "high level of poverty" in Romania, and "high level of poverty" in the Netherlands, because these levels are not equal. There are not the same standards of living, and not even the same perceptions of the people over poverty in the two countries. According to a Report from 2010 of the European Union on *Poverty and Social Exclusion*, for the Dutch the most suitable definition for being poor is "when their resources are so limited that they cannot participate fully in the society they live in"⁵. On the other hand, most of the Romanians defined poverty as "not being able to afford the basic goods people need to live"⁶. The same Report showed that in Romania 90% of the people consider that poverty is widespread in their country, whereas in the Netherlands 58%. 80% of the respondents from both Romania and the Netherlands agreed on the fact that the levels of poverty have increased in the last three years in their countries. As the local authorities cannot cope with the situation by themselves anymore, a partnership seems the appropriate solution for both cases.

1.2.2 General and specific research questions

The first step in trying to find answers for my research questions is to get acquainted with the concepts of *network governance* and *social inclusion* through literature review. By having a theoretical basis about the topic I can approach easier the specific question which would lead to an answer for the central problem of the research.

The specific questions will help me first of all to know what kind of data and specific concepts will be required. Without this particular information I cannot answer the main question of my study.

⁵Directorate General Employment, (2010). *Report. Poverty and social exclusion*, Retrieved from http://ec.europa.eu/public_opinion/archives/ebs/ebs321en.pdf.

⁶Idem 5.

In the context of my research topic about social integration of ethnic minorities, my research question is:

- *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?*

This means that I want to find out:

- *How is the partnership (from the case study in Hengelo) organized?*

At this stage it is important to clarify what is a public-private partnership in the context of network governance. Also I need to identify all the actors involved, from the public, private or multi-level sector, who are they and which is their role in the network.

- *To what extent is this partnership effective when it comes to realizing integration objectives?*

In this part, I want to connect the two concepts of network governance and social inclusion. After having the theoretical background I can analyze in particular the network which was developed in the project from Hengelo and also the outcomes of this type of partnership regarding social integration. In addition to the literature I will use the interviews in order to establish the criteria for evaluating the effectiveness of the network.

- *To what extent can this approach (the public-private partnership and the solutions it came up with) be applied in other cases (i.e. other neighborhoods, other countries, with similar problems)?*

In order to find the most appropriate answer for my general research question it is relevant for my study to see the practical application of the project in Hengelo in another similar case, like the one in Timisoara. After comparing and analyzing the two case studies I will be able to draw the conclusions which are necessary in answering the main question.

My questions are interrelated: first of all I want to know more about this type of partnership, for example how it works and which are the actors involved. Then it is important to find out how it applies in practice and for which kinds of cases it can be effective. Gathering the answers to these questions will help me unpuzzle my general research question as well.

1.3 Approach

1.3.1 Methods

Considering the framing of my research question it results the fact that I will deal with **qualitative data** so the methods of data collection will be qualitative as well. My qualitative data will consist in words, which I will get by asking (interviews) and reading (documents).

In order to answer my research question I will conduct **interviews** with the actors involved in the project: government representatives, local authorities, private actors, non-governmental organizations (NGOs). I decided to use the interview as a research method because this way I can pursue new in-depth information on my topic. Moreover, based on what the respondent says, I can adjust my interview for further investigation.

These interviews will most probably be conducted at the offices of the representatives that I am going to interview, during working hours, and, as long as I am allowed, they will be recorded. I expect that my respondents speak English, so this will be the language of my interviews. I plan to conduct 7/8 interviews with 3/4 different actors. The interviews will be semi-structured - there will be a framework and some general questions - but I will leave open the possibility to create questions during the interview as well, taking into consideration the information I receive.

After each interview I plan to make an analysis of it (interpretative analysis), which means that I want to interpret the information given by the respondent and relate it to the purpose of my study. This will be just a provisional analysis, the final one will be done when I have the answers to all the interviews.

Another method that I am going to apply is the **study of documents**, especially policy documents, and the main focus will be on the Major City Policy of the Dutch Ministry of Housing. In addition, I will analyze the European Union's policy documents concerning Social affairs and especially Social inclusion.

1.3.2 Relevance

My approach of this study will be different from others in the sense that I am not only trying to explain some theoretical concepts through a real case, but I also want to show that this case study can be applied in other similar situations. This is the reason why I chose another case study from Romania, more exactly in Timisoara. Although there are quite large differences between the studied neighborhoods not only in terms of location and background of the countries in general, but also in terms of housing policies or population leaving in those areas, common features will be identified which will make possible a comparative analysis.

The main idea of my research is to analyze the outcomes of the project in Hengelo and to conclude if they are positive or not and if this case can be seen as an example of best practice. In this situation my research will focus further on how can this project be applied in a different context. The advantage is the fact that I would already have the information concerning what kinds of interventions are needed in this disadvantaged neighborhoods and how to tackle the area-based social exclusion.

For this I want to analyze how the attitude of the local authorities in Romania has to change, and how they can cooperate with the NGOs that already have different projects concerning this issue. What will be particularly interesting to analyze in the case from Romania is why there is a certain difficulty in forming public-private partnerships, and why usually all the social programs are implemented with fundings from the European Union, and almost never with private fundings. My purpose is to make a comparison between the governance partnership in the Netherlands and a possible governance partnership in Romania.

Chapter 2

Theoretical background

2.1 Introduction

In this chapter I will focus on the theoretical framework that will help me with my further research. In order to be able to answer my research questions I have to study the literature that already exists on this topic. This literature will concern the concepts of network governance, public-private partnership, collective decision-making, government vs. governance, and of course social integration, as this is the topic, the case study I choose for a more practical analysis of the other concepts.

However, the main concepts that are relevant for my study are **network governance** and **social inclusion**. By understanding these concepts it will be easier to analyze how they are used in practice. Although apparently the two concepts seem not to be connected to each other, throughout this chapter I will try to emphasize how they are interrelated. In order to have a general overview I will first discuss the government vs. governance issue.

2.2 Network governance

2.2.1 General background: "government" and "governance"

Among the modernizing tendencies of the governments in the last decade we can mention the shift from "government" to "governance", since governing has become so fragmented "that an independent state can no longer formulate and carry out its plans autonomously" (Thacher, 2005, p. 455). In democratic governances we can notice the need for changes in the policy making process towards a deliberatively oriented policy, and one reason could be the limits that the government encounters in governing. This limits refer among others to the fact that the government is not able to "steer the

society from a position above and detached from society” as Kickert et al (1997) state, and to the fact that the government is an influential actor in the social system but it is not the only one.

According to different scholars, governing is no longer about running the centralized state only, but it should be about managing public and private actors that, especially if they act together, could have an important contribution in solving public problems. In this context, most authors define governance as a process in which there are involved both public and private actors, and their activities are coordinated through formal and informal rules (Sending & Neumann, 2006). However, in general, the focus is more on the type of actors involved than on the processes and practices of governance. In what concerns the activities, in governance the emphasis is on achieving through them more desirable outcomes. Because of that, governance is seen as a way of “resolving conflicts, finding common purpose, and/or overcoming inefficiencies between actors in situations of interdependent choice” (Barnett & Duvall, 2005, p. 6).

Freeman (2000, p. 543) defines governance as “a set of negotiated relationships between public and private actors”. This means that the actors involved in governance have the possibility to negotiate in the process of policy making, as well as in its implementation and enforcement, being active involved in the decision making process.

What is characteristic for governance is the variety of non-governmental actors such as corporations, public interest organizations, nonprofit groups, associations, and other private bodies which can take part in different ways in the decision making process (Freeman, 2000). All these actors play a role in monitoring and in assuring that there is compliance with the regulations.

Jansen (2007, p. 66) considers that governance is defined by the interdependences that exist between the actors, “the dependence of the state on actors and resources that are not within its reach”.

Shifting from government to governance implies a change in the role of the state and in the way social problems are controlled. Instead of imposing a certain will, in governance the state (because of the limits it encounters, and the complex challenges) involves in the decision making process actors from different levels. In governance we can notice a weakening of the state’s power to control policy, while the steering of the society would be made through “less direct means” (Peters & Pierre, 1998, p. 225). According to the studies of governance, the state lost his power to non state actors, and political authority is becoming more and more institutionalized in fields which are not controlled by the state (Sending & Neumann, 2006). However, we can see this rather as power sharing with co-participants, which means that the representatives from the significant groups can participate in the decision-making. It is hard to separate the concept of governance from the concept of power, since “governance involves the rules,

structures, and institutions that guide, regulate, and control social life, features that are fundamental elements of power” (Barnett & Duvall, 2005, p. 2).

Since in the context of governance we find network governance the main concept I am going to discuss it as it follows.

2.2.2 Network governance: general characteristics

The concept of governance refers to the formulation and implementation of public policies by networks in which there are both public and non-public actors from different levels and of different nature and fields (Papadopoulos, 2004). As O’Toole & Laurence (1997, p. 45) state “networks are structures of interdependence involving multiple organizations [...] where one unit is not merely the formal subordinate of the others in some larger hierarchical arrangement.” Basically within a single multiunit structure different network ties are formed based on common interests.

Network governance is a different way of coordinating economic activity, “which contrasts (and competes) with markets and hierarchies” (Jones et al, 1997, p. 914). The tendency in network governance is to develop cooperation schemes that can involve the civil society actors from local, national and multi-levels in the policy making process. This is opposed to the classical top-down steering of the government, and it is based on resource dependencies relations, which for the government means achieving more knowledge, expertise and even authority, since there is more compliance. According to Kickert et al (1997), the government is dependent on the social environment and interdependent with the other social actors, so in terms of resource dependencies it was never true that the latter are just passive objects. In the context of a need to “counteract the centrifugal dynamics of interest fragmentation”, there is a “recognition of the fact that the state lacks the necessary resources to carry out this task on its own” (Papadopoulos & Warin, 2007, p. 452).

According to the governance model, networks should be the ones to dominate the realm of public policy, mainly because the state has lost part of its legitimacy and the private actors possess more information and implementation means. As Rhodes (2000, p. 60) stated, “networks are the hearth of the notion of governance”.

One of the most important characteristics of network governing is **self-governing**, or in other words self-organizing. Because of that, networks have quite a high degree of autonomy from the state, and are not accountable to it. In governance, creating self-governing networks is the main partnership activity, which would not only aim at influencing the government policy but at getting involved in the business of the government as well (Stoker, 1998). Governance is a wider concept (both in theory and practice) than government, since it does not involve just the state actors. That is why another characteristic is the interorganizational system of the networks.

Networks are **pluricentric** forms of governance, as opposed to markets which are multicentric or the state that is unicentric and has a hierarchical form (Kersbergen & Waarden, 2004). Instead of top-down policy making, in network governance we have more cooperation between the governmental units and non-public actors. Also, the majority is not the one that decides anymore, the process of decision making being based on deliberation, bargaining and on seeking compromise. In the network model the actors do not have the power to determine the other actors' strategies, but they can only cooperate or not (Kickert et al, 1997). In this network approach, the government is seen as an equal to other parties, and no longer on a superior position.

The fact that the boundaries between the actors in network governance are not so well defined (or not at all) facilitates the interaction between them and the exchange of resources in order to reach the shared goal. The actors in a network are basically connected to each other through resource dependencies. **Resource dependency** theory refers to an organization's need to access resources from other actors, to the relationship between them, and at the same time it emphasizes how resource scarcities can determine organizations to "pursue new innovations that use alternative resources" (Hessels & Terjesen, 2010, p. 205). This approach also describes how the actors are dependent or impact on each other. In this context, other key characteristics for the governance as networks are interdependence and reciprocity (Rhodes, 2000).

The concept of network excludes both the ideas of hierarchy and market. In order to emphasize this, Table 1 below shows a comparison between hierarchies and networks by taking into consideration the key features.

2.2.3 Forms of network governance

According to Provan & Kenis (2007) there are two main dimensions of network governance, concerning the issue if it is or not brokered. The most common form of governance is represented by the participant-governed networks. On one hand, networks can be governed by the organizations that constitute them; this is shared governance in which the networks are highly decentralized. On the other hand, there can be the centralized networks, where the governance of the network occurs through a single organization, called lead organization. However, networks can be governed externally as well, by a unique network administrative organization (NAO).

In the shared participant governance it is important that all or at least the significant organizations from the network are involved and committed. In the context of shared governance the network members usually interact from positions of equality, the power is symmetrical and the network is not represented by only one entity.

As opposed to the shared governance we have the lead organization. Lead organization government can occur in vertical - in the case of a single, large power -

| | HIERARCHIES | NETWORKS |
|---------------------------------|---|---|
| Administrative structure | <ul style="list-style-type: none"> • Centralization • Specific division of labor • Sectorisation | <ul style="list-style-type: none"> • Decentralization • Cross-sectional and integrated structure |
| Implementation process | <ul style="list-style-type: none"> • Top down | <ul style="list-style-type: none"> • Bottom up |
| Relations of actors | <ul style="list-style-type: none"> • Dependent | <ul style="list-style-type: none"> • Interdependent |
| Means of organization | <ul style="list-style-type: none"> • Routines | <ul style="list-style-type: none"> • Relationships |
| Goals of organization | <ul style="list-style-type: none"> • Careers | <ul style="list-style-type: none"> • Reciprocal gains |
| Governance style | <ul style="list-style-type: none"> • Rule governed • Rights of control and complaint specified • Governance by government | <ul style="list-style-type: none"> • Deregulation • Market orientation • Communication • Governance in networks |
| Benefits | <ul style="list-style-type: none"> • Clear command and control • Legitimacy based on representative democracy • Professional capacity • Stability • Autonomy | <ul style="list-style-type: none"> • Gain of mutual support • Opportunities to learn and develop competencies • Local knowledge • Flexible • Holistic view |
| Problems | <ul style="list-style-type: none"> • Implementation deficit • Lack of local knowledge • Rigid • Problems in coping with complex, dynamic and diverse social-political sub-systems | <ul style="list-style-type: none"> • No method for collective decision making • Conflict over domain, goals and methods • Co-ordination deficit • Fragmentation |
| Conflict resolution | <ul style="list-style-type: none"> • Administrative fiat, supervision | <ul style="list-style-type: none"> • Trust, reputation |

Table 1: Key features of networks as opposed to hierarchies

Adapted from: Salminen, 2003 & van Dijk, 2006.

but as well in horizontal networks, when "one organization has sufficient resources and legitimacy to play a lead role" (Provan & Kenis, 2007, p. 7).

Network administrative organization is the third model of network governance, the most centralized one. This administrative organization has the "exclusive purpose

of network governance”, and “plays a key role in coordinating and sustaining the network” (Provan & Kenis, 2007, p. 8).

2.2.4 Types of governance - why network governance?

According to Considine & Lewis (2003) there are four phases in the recent development of public governance, dating from the 1980s and 1990s: *procedural governance*, *corporate governance*, *market governance*, and the most recent one, *network governance*. However, through their research, they could only identify in practice three dimensions of governance: procedural, entrepreneurial (which is actually a mix between corporate and market types), and network.

In Table 2 the main characteristics of the four types of governance are summarized. As we can see, **procedural governance** is the bureaucratic type of governance, based on law and with a high level of control and supervision through rules. Most of the scholars tend to criticize this type of governance, considering that it is an over-passed, an old bureaucratic form of organization.

The first alternative that appeared for the traditional type of governance was the **corporate governance**. Starting with the 1980s, public organizations are seen as “corporations run by business managers” (Considine & Lewis, 2003, p. 133). This corporate type is based on management and the forms of control are the plans, which are goal driven.

| Types of Governance | Characteristics |
|------------------------------|---|
| Procedural Governance | <ul style="list-style-type: none"> • Bureaucratic type • Government of laws • Follows the rules and protocols • High reliance on supervision |
| Corporate Governance | <ul style="list-style-type: none"> • Management improvement programs • Goal-oriented planning systems • Performance-measurement • Budget reforms |
| Market Governance | <ul style="list-style-type: none"> • Contractualism • Entrepreneurial government • Less regulations • Greater flexibility |
| Network Governance | <ul style="list-style-type: none"> • Stronger strategic partnership • Joint action (coproduction) • Less rules and supervision – more cooperation • Shared organizational culture |

Table 2: Core elements of the governance models

Adapted from: Considine & Lewis, 2003.

One step further in the development of the governance alternatives we have, in the 1990s, the **market governance**, also called entrepreneurial government. This form of organization, having competition as a source of rationality and control through contracts, took the place of the traditional types of coordination.

The last dimension of governance that was developed is **network governance**. Although Considine & Lewis (2003, p. 138) consider that this concept is poorly theorized, they were able to identify in practice "the emerge of the network type as an alternative to the entrepreneurial model". Network governance is seen as an improvement of the previous types of organizations, since there is less focus on regulation, but more on cooperation between the government and outside agencies, which form this way stronger strategic partnerships.

Benefits and functions of network forms of organization

Sociologists claim that among the benefits from networks as forms of organization we can name the possibility for the actors involved to access new information, learn new skills, acquire new knowledge, or to gain legitimacy, have economic benefits and exchange resource dependencies.

In networks, learning is encouraged by the flow of information that takes place through the ties, which can be seen as channels (Podolny & Page, 1998). Also, while collaborating, the participants are able to assimilate the others' skills. Since all the members of the network are sharing their knowledge, and expertise, their resources in general for added value to the decision making process, it is easier to create new policy solutions, in other words innovation, through network governance.

In what concerns legitimacy, according to Papadopoulos (2004, p. 4) it is expected from network governance "to lead to decisions enjoying a strong output legitimacy because their content is more appropriate, or because they are better accepted by their target-groups". However, there is the risk that the actors making the decisions are not always the one considered legitimate by the people. In order to be effective the exercise of power has to be legitimate because a legitimacy deficit leads to less support from the public (Stoker, 1998).

In network governance the typical mode of interaction is through negotiations. The advantage is that in a network, the transaction costs of negotiations are reduced. All the stakeholders have to express their points of view and agree upon the final decision, in other words, a certain degree of consensus must be reached. In this informal institutional setting, networks can help to "overcome collective action problems" (Kersbergen & Waarden, 2004, p. 149).

The members of a network can take advantage of other sorts of benefits as well, such as economic benefits, more access to resources, "the ability to influence the deci-

sions or actions of others” (Park, 1996, p. 797). Through the network, the members attain collective strength, without actually losing their operational flexibility. Also, they can spend less on information costs and invest more in innovation. Resource dependencies also enhance the possibility to achieve new knowledge and skills and this way to reduce uncertainties, because actors are supplementing their resources through exchange with the other actors in the network (Heffen & Klok, 2000).

2.2.5 Network governance and (in)effectiveness

The idea of effectiveness is in general connected to maximizing benefits and minimizing problems. According to Provan & Kenis (2007, p. 2), network effectiveness is defined as the achievement of positive outcomes “that could not normally be achieved by individual organizational participants acting independently”.

“Effectiveness in interorganizational systems is a perception among administrators and workers that their collective effort is achieving what it was intended to achieve, that it works smoothly, and it is reasonably productive.” (Alter & Hage, 2003, p. 197)

Effectiveness refers to combining resources of interdependent actors. When measuring effectiveness, or in other words the performance, “the difference between the current situation and the idealized standard” we need to take into consideration the available resources (Alter & Hage, 2003, p. 198), since the lack of them can make a big difference in practice.

When developing network governance, there are four main aspects that should be taken into consideration: trust, size, goal consensus and the nature of the task. The effectiveness of the governance networks can be affected if there is a low density of trust relations, a large number of participants, or if the network goal consensus declines and the need for network-level competencies increases. Trust is important because it can influence the network’s performance and sustainability. Provan & Kenis stress on the fact that “network governance must be consistent with the general level of trust density that occurs across the network as a whole” (Provan & Kenis, 2007, p. 10).

Related to the size of the network, in other words the number of network participants, there is not a certain right number of organizations. However, as the number of the organizations grows, the relationships and the network complexity increase as well. In order to remain effective, a solution would be centralized governance, where there is a lead organization, since in a big network it is difficult for all the members to interact with each other.

In the systems with less autonomy, that are dependent, and “highly differentiated in terms of function” there is a tendency for high levels of conflict (Alter & Hage, 2003, p. 209). Conflict can be the price to pay in the situation in which the network becomes too complex after including many different kinds of units. Although it is con-

sidered that conflicts can have a positive side because they stimulate innovation, most of the authors agree that network goal consensus "allows organizational participants to perform better" (Provan & Kenis, 2007, p. 11). For being effective, networks do not necessarily need a high level of goal consensus, but at least moderate goal consensus.

The network-level competencies are related to the nature of the task which is being performed by the members and the external demands and needs of the network. If the level of internal interdependence between the network members is high, then coordination requirements increase. Also if external demands are high, there will be a higher need for network-level competencies.

According to Provan & Kenis (2007) the greater the inconsistency between these factors and network governance is, the less likely that this form of governance will be effective. Another aspect that can reduce network effectiveness are the multiple external sources of funding (Alter & Hage, 2003). When there is a lack of control over the resources there is implicitly a lack of control over decisions. This can lead to ineffectiveness since the network is not able anymore to make decisions, which is an essential aspect in such a system.

Ineffectiveness, or a large "gap perceived between actual practice and best possible practice", as Alter & Hage name it (2003, p. 199), can be determined also by high expectations and difficult tasks, which make the goals less likely to be achievable.

2.3 Social inclusion

An important part of my research will focus on the social inclusion issue. That is why it is important to explain some of the features of this concept in connection with social exclusion, since there would be no need for social inclusion or integration in the absence of exclusion. Social inclusion and social exclusion are *twinned concepts* as Labonte (2004) names them.

Since through my research I want to find out *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?*, apart from the concepts of public-private partnership in network governance, and social inclusion, my concern is on which are the excluded categories, and on the level where they should be integrated. The theory will give me an overview of this issue.

2.3.1 General background: social exclusion

According to the EU's social inclusion process, social exclusion is defined as:

"... a process whereby certain individuals are pushed to the edge of society and prevented from participating fully by virtue of their poverty, or lack of basic competen-

cies and lifelong learning opportunities, or as a result of discrimination. This distances them from job, income and education opportunities as well as social and community networks and activities. They have little access to power and decision-making bodies and thus often feeling powerless and unable to take control over the decisions that affect their day to day lives.”¹

Basically the excluded people have ”a combination of problems, such as unemployment, discrimination, poor skills, low incomes, poor housing, high crime and family breakdown”². Usually in this context we refer to an included majority (such as the rich and powerful people) and an excluded minority. As Levitas states, social exclusion is a multi-faceted problem, strongly connected to poverty, although from some points of view it is ”understood as a lack of participation in social life” (Levitas, 1999).

The main characteristics of social exclusion concern the fact that it is a multi-dimensional, multi-layered and dynamic concept. It is **multi-dimensional** because it refers to poverty, unemployment, education, information, health, living conditions, and social participation, and it is **multi-layered** since the exclusion can be on different levels starting from national and going to individual level³. It is **dynamic**, according to Labonte (2004, p. 117) especially in combination with its twin concept, social inclusion, because of the contraction of the terms and the dilemma of being able to include individuals and groups ”in a set of structured social relationships responsible of excluding them in the first place”.

The general discourse of social exclusion, seen as the solution for this problem, refers to social inclusion; however in practice there were identified three discourses of exclusion (RED, SID, MUD) which lead to a better understanding of the concept of social exclusion. For RED - redistributive discourse - the lack of resources is the main cause of exclusion; SID - social integrationist discourse - focuses on a lack of labor market participation; and MUD - moral underclass discourse - focuses on ”moral deficiencies of ’problem’ groups” (Pemberton, 2008, p. 128).

At its origins, social exclusion was considered to be an extension of the ”marginalization” concept. Because the use of social exclusion has increased in the last decades, especially in Europe, now it is connected with the idea of inequality and deprivation as well (Daly & Silver, 2008).

In Kahrik’s article (2006) social exclusion is understood as a type of exclusion that affects especially vulnerable groups, by not having access to rights such as: in-

¹Eurostat, (2010). *Combating poverty and social exclusion. A statistical portrait of the European Union 2010*, the European Commission.

²Social Exclusion Task Force, *Context for social exclusion work*, Retrieved from [http : //www.cabinetoffice.gov.uk/social_exclusion_task_force/context.aspx](http://www.cabinetoffice.gov.uk/social_exclusion_task_force/context.aspx).

³Idem 2

come, housing, employment, which can actually influence their overall chances of life. One of the proposed solutions would be for societies and individuals to live and work together.

2.3.2 Relevant aspects in social exclusion

Before actually approaching the concept of social inclusion, first of all it is important to mention who are the excluded and why. Most authors refer to women, racial and ethnic minorities, the poor and the sick, people with disabilities, children and youth as the categories which are in need of inclusion (Labonte, 2004). If we refer to the individuals, they are usually excluded because "they have a poor fit with a group", or because of some personal characteristics (Abrams et al, 2005, p. 17). However, they can also be excluded just because they belong to an excluded group.

The process of exclusion and implicitly of inclusion can happen at different levels. The most **general level** refers to geographical, religious and ethnic differences. Then, according to Abrams et al (2005) we have the **transnational level**, where the exclusion is based on nationality, but also cultural and economical divides. Another important level is the **societal level**, where the so called labeled people are excluded for issues such as obesity or mental health problems. The **institutional level** and the **intergroup exclusion** are two other levels of exclusion, where the institutions/groups establish some boundaries and have their own criteria of inclusion or exclusion. The last two levels are the **interpersonal** and **intrapersonal exclusion**; in the first case we have the situation of a person excluding another person, while in the latter the person is not actually considering his/her opportunities of inclusion.

According to the European Commission, long-term unemployment, people living in jobless households, early school leaving, life expectancy, and material deprivation are the most relevant indicators of social exclusion (Marlier et al, 2007).

In social exclusion there is an emphasis on *active participation* as a counteract to the general modern tendency to isolate. In the case of social exclusion, activation "combats isolation and encourages economic integration", participation being actually seen as a mean of social integration (Daly & Silver, 2008, p. 541).

Social exclusion had a big influence on the social policy, this leading to actual implementation of new governmental agencies for tackling social exclusion (see the example of the European Union's Social Policy).

Exclusion is directly related to the norms of the society at a certain moment⁴. These norms differ of course from society to society especially on cultural and economical grounds, but they also change in the same society as time passes. Most of

⁴The Romanian Ministry of Work, Family and Social Protection, (2009). *Impreuna e mai bine. Campanie de promovare a incluziunii sociale*. Proiectul Phare 2006.

the times the majority, formed by people, organizations or institutions, is the one that excludes, but sometimes a person can auto exclude him/herself as well through his/her own wish. However, this exclusion is not just the result of the actions in the present, but it takes into consideration also the limited future perspectives of the person. As Marlier et al (2007, p. 3) also state "people are excluded not just because they are currently without a job or income, but also because they have little prospects for the future or for their children's future". That is why social exclusion can be rather defined as a process than as a result, which affects groups of people and not individuals.

2.3.3 Neighborhoods - a framework for social exclusion/inclusion

One of the theories concerning the relation that exists between the residence of the people and their social opportunities states that **neighborhoods** play an important role in their lives. The chances and opportunities that someone can have might be affected by the location where he/she is living.

Bolt et al (1998) argue that this can lead to two hypothesis which are that neighborhoods can operate as a framework for social exclusion, or as a framework for social inclusion. Social organization in some neighborhoods is under pressure because of "the rising unemployment in these urban districts, the departure of the middle-income groups, the influx of poor households, and the graying and impoverishment of those residents who stay in the neighborhood" (Bolt et al, 1998, p. 84). In this reasoning, it is considered that neighborhoods reinforce social exclusion. On the other hand "the neighborhood provides opportunities in terms of finding a job, starting up a business, participating in informal economic networks, and interacting with all kinds of groups within the neighborhood". From this point of view, living in a neighborhood leads to a strong cohesion.

Although in these two hypothesis the neighborhood is seen from two opposite perspectives: first the deprived neighborhood which is labeled rather as a dangerous area, or the neighborhood as an area with a lot of potential and opportunities of interaction, the main aspect is the relevance of the neighborhood in the process of social inclusion. Neighborhoods can influence the social life of its residents in the sense that if the people spend most of their time in the neighborhood they are limited in finding a job outside of it or in integrating in a wider network.

Especially the so called disadvantaged neighborhoods are more and more in the attention of researchers, but are as well the focus of governmental policies, which aim at tackling "area-based social exclusion and create socially coherent communities" (Kahrik, 2006, p. 9). The neighborhood dimension of social exclusion refers to both social and spatial aspects, and the indicators of this phenomenon "include environmental degradation, a decaying housing stock, the withdrawal of local services (e.g.

shops, public transport), increasingly overstretched public services and the collapse of local support networks” (Percy-Smith, 2000, p. 10).

However, strongly connected to the idea of neighborhood is the concept of community. Some authors associate the community with **social infrastructure**, in other words they consider that a community refers to both the place and the people. Social infrastructure is defined as a system of community facilities, social services and networks which helps the people and communities meet their needs (Agulnik et al, 2002). In trying to tackle the issue of social exclusion, social infrastructure has a very important role, especially at the level of national and regional/local policies.

2.4 Network governance and social inclusion: connection and practical value

Although network governance and social inclusion might appear at the first glance as two distinctive concepts, they are strongly connected in the sense that social inclusion refers to a need of the community, which can be addressed through “the formation of cooperative partnerships or networks of mostly nonprofit and public organizations” (Provan et al, 2005). The well-being of the members and of the community in general can be easier improved when the organizations are working together in a network and sharing their resources and expertise. This can have as well a positive impact on the efficiency and effectiveness of the services that are provided to the community.

If we look at the *Study of National Policies* in the Netherlands (Nederland et al, 2006), as a practical example, which focuses on the integration of immigrants and ethnic minorities, we can notice that the non-governmental organizations, the social partners, and of course the national, regional and local authorities, play all together a very important role in combating poverty and social exclusion. All these stakeholders were consulted and involved in the process of national reform. If the Dutch Government is responsible with the content and formulation of the reports, the regional and local governments are responsible in addition with the implementation process, while the social partners “share responsibility for the structural strength of the Dutch economy” (Nederland et al, 2006, p. 6). That is why the opinions of these actors are very relevant and they were given the opportunity to react on the drafts regarding the Reform Program.

One of the solutions offered by authors for tackling area-based social exclusion is social networking since it may empower a community and the residents can gain “better opportunities to be heard” (Kahrik, 2006, p. 12). In this context, of the issue of social inclusion, the solution seems to lie in the collective action of many public and

private actors.

Since the neighborhood is an important level of inclusion, the social problem of exclusion should be address at the community level, through community-based networks. Social exclusion is a multi-dimensional issue, as I explained earlier, that has implications for a wide range of actors - organizations, agencies. In order to tackle social exclusion at the neighborhood level a partnership approach is needed, which would imply creating the local support networks and which would lead to policy innovation. By building a network at the community level in order to combat social exclusion, there is less dissociation of the policy issue in the different domains of the stakeholders, and more joined-up working which encourages finding solutions together.

2.5 Conclusions

The purpose of this chapter was to provide the theoretical background which is relevant for my study, in the sense that it will help me answer my research question, and it will represent the basic information for my analysis.

In the the first specific question of my study concerning *how is the partnership from my case study organized* I need to apply the theory by analyzing how did the **network** develop, why and with what **actors**. The information about the actors will be strongly connected to the one regarding their **role** in the network and the **resource dependencies** that exist in the network. At this point of my analysis I will be able to say if the scholars' perspective on networks, more precisely network governance, and the characteristics of this particular type of partnership, can be found in the project from Hengelo. If this is not the case, I will have to identify what it is not in line with the theory on network governance.

The second sub-question will focus this time on the network's goal, which is combating **social exclusion**, and the effectiveness of the **partnership** in the context of these **integration** objectives. For the cases that I am researching, when talking about the integration objectives it will be important to identify who are the **excluded** people, so the target population of the projects, and if they fit or not in the typical categories of excluded. Another aspect is the importance of **social inclusion** in the respective projects and how the neighborhoods became the most appropriate **level of integration**. The next step in my analysis would be to see if the already created network is actually working. Evaluating a network is not an easy task to do, that is why first of all it is necessary to understand what network effectiveness means. Then, the concept of network effectiveness will be related to the idea of social inclusion, and my analysis will focus on what the projects want to gain in terms of social inclusion.

Since the main concepts that I will need in my research are network, in the

context of network governance, and social inclusion, with social exclusion as the main issue, in this chapter I tried to emphasize some of their characteristics and to show how the two concepts are actually connected. This theoretical basis will also help me to understand and explain better the situations from the case studies on which I am focusing. In both case studies social exclusion is the problem and network governance is considered to be the solution. However, in order to be able to actually draw this conclusion I need to connect the theory with the data I will gather in my research, taking into consideration the two different contexts I have. On one hand there is Romania, a East European country, where "free markets are hailed as the salvation", and on the other hand the Netherlands from Western Europe is a country where "institutions others than markets are coordinating and controlling the economies" (Alter & Hage, p. 1). Romania is a country in transition, going from the traditional hierarchical system to the market one, while in the Netherlands networks are increasing in frequency. It is relevant for my analysis to see first what are the characteristics of the three stages (hierarchy, market, network) because the comparative study implies analyzing two cases with different organizational structures.

The literature reviewed will help me understand better how things actually stand in practice. I chose for my research two neighborhoods, in two different countries, in which there are quite high percentages of ethnic minorities that suffer the consequences of being socially excluded. The literature can explain at the theoretical level why this phenomenon of social exclusion is happening, why ethnic minorities represent a part of the socially excluded population, but also how network governance can manage the social inclusion of ethnic minorities. In this context I needed to have a clear image of the concept of network governance as well, since it represents the basic idea of the case from the Netherlands. Knowing what governance is, and how a network governance works, makes it easier to understand how the project for social inclusion in Berflo Es developed.

Chapter 3

Methodology

3.1 Introduction

This chapter will give an understanding of how my study is organized by presenting the research methods, used for answering my research questions, and the data collecting and data analysis processes. As I mentioned in the first chapter, I am planning to compare two case studies, one from the Netherlands and one from Romania and further on I will explain how I am going to gather and analyze the information in each of the cases and how the results will be compared. Through this chapter I hope to clarify my reasoning in this research.

In order to remind the main focus of my research, I will mention again the general question of my study: *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?* In other words, the goal of my research is to find out if network governance in the case of the social exclusion from Hengelo is effective and which are the characteristics of this network that can be applied in other similar cases. Like Provan & Milward (2001, p. 414) stated, "evaluating network effectiveness is critical for understanding whether networks are effective in delivering needed services".

The program "Scoring in the neighborhood" from Hengelo, the Netherlands, is a social program because its focus is mainly on aspects like social inclusion, health, education and sports. Since every social program needs to be evaluated in order to be able to decide about its outcomes (if it is a success or not) I will make an **evaluation research** in order to assess if the social interventions made so far in the "Scoring in the neighborhood" project have produced their intended results (Babbie, 2007). Meanwhile, for the case from Timisoara, Romania, I will make a field research in order to identify the relevant actors, and the projects in which they were involved until

now concerning the issue of social exclusion in the area of Kuntz neighborhood.

After gathering all these information and knowing how effective the network governance from the Berflo Es case actually is, I can compare the two cases (from Hengelo and Timisoara) and see how a similar project could be implemented in Romania.

When the data collection process is over I will be able to make my analysis which will be a *comparative case study analysis*.

3.2 Research design

Research design gives me the opportunity to consider in advance all the aspects of my research. According to Babbie it is important to "detail your intentions before you actually conduct the research" (Babbie, 2007, p. 91).

In this part I want to explain *what* but also *why* and *how* I am going to observe and analyze. In order to do this I will first of all specify what I want to find out. Since I already presented the big picture, the background of the two cases that I am going to use in my research, it is relevant now to stress on **how exactly I want to use them in my research**.

The idea of my study in the first place was to find two similar social problems. In this context I identified the problem of social exclusion as being an issue almost in all the countries, more or less developed. Since I was already familiar with the project "Scoring in the neighborhood" which was focusing among others on the social exclusion in Berflo Es, the next step was to find a similar case but in another context. That is how I discovered the Kuntz case. Another purpose of my study was to have a good practice example and to find out which aspects could be implemented in another situation in order to solve a similar issue.

3.2.1 Data collection

My premise was that the project "Scoring in the neighborhood" can be a good practice example, and that a similar network and concept can be created and used in the case from Kuntz, Timisoara. However, I do not want to take this for granted so as part of my research I find it important to assess the outcomes of the project and this way I can also identify easier the relevant aspects that could apply for Kuntz.

Because the project from Hengelo already started a couple of years ago, there can be made an evaluation of it and by analyzing the outcomes we can tell if the project is a success, and furthermore if it is worth to be repeated.

As I have mentioned earlier, I would like to make an evaluation research, which according to some definitions is *"the systematic acquisition and assessment of infor-*

mation to provide useful feedback about some object"¹. In order to make my purpose clear, I will explain it by following this definition. The acquisition and assessment of information refer precisely to my data collection and data analysis processes. For my research the object is the project "Scoring in the neighborhood" and the feedback I will provide will concern the relevance of the project for the Kuntz case.

In this type of research I will focus on the *participant-oriented strategy*, because I want to analyze this project from the perspective of a network governance, so the positions of the stakeholders and their points of view are extremely relevant. In other words, the approaches of the stakeholders are one of the participant-oriented model for my study, so my focus will be on them, more exactly representatives from the Municipality of Hengelo, the Government of the Netherlands, FC Twente, the University of Twente and other actors.

In order to be able to evaluate the project from Berflo Es I also need to receive some feedback from the actors involved in this project. This implies that I will have interviews with the most important stakeholders (starting from the manager of the project, and finishing with all the partner actors in this project).

The data I want to gather will be qualitative, taking into consideration the research questions I want to answer, and this implies the need to use qualitative methods of data collection as well. Since **qualitative data** includes in general all the information that can be captured and which does not have a numerical nature, it is important to mention on what kind of qualitative data I want to focus in my research. My main instrument of data collection will be the **in-depth interviews**, however considering the fact that there have been made other researches before and also that there are relevant policy documents on this topic I will take into consideration **written documents** as well. My purpose is not to make a content analysis, but rather to have a broader view based on more information.

In what concerns the interviews, I am planning to have *semi-structured, face-to-face interviews*, since the information they will give to me during the discussions might be relevant enough as to determine me to ask additional questions in order to receive more information, or to ask for clarification. Semi-structured interviews are more relaxed than the structured ones, and they give me a certain freedom to react to the responses of the participants, not just to cover a certain area of topics. In addition, this type of interview is most recommended for qualitative researches and one of the best ways to actually probe the ideas of the participants about my research topic.

In conducting the interviews, which will be one-on-one conversations, I am going to have the role of the interviewer. As I do not speak Dutch, the interviews will

¹Web Center for Social Research Methods, *Introduction to evaluation*, Retrieved from <http://www.socialresearchmethods.net/kb/intreval.php>.

be held in English. They will take place at the offices of the interviewees, during the working hours (as long as the interviewees do not have other preferences) and should last approximately one hour each. Everything will be audio recorded (unless there is the explicit wish of the interviewee not to do that) with a digital recording device, however I find it important to take written notes as well, because notes can record details which are not available on the audio-recording and would allow me to have a bigger picture, since I can refer also to aspects like the attitude of the interviewee.

For the project from Hengelo I am planning to conduct interviews with at least 5 different actors (both state and non-state actors). The interviews are supposed to take place in June 2010. In the Annex there are attached information concerning the interviews (the contacted persons, the organizations and the questions).

Regarding the *written documents* I will use as qualitative data the information especially from reports/researches and policy documents. The main focus will be on the European and national policies on combating poverty and social exclusion. Relevant for my research are: the Report of the European Commission "«Feeding in» and «feeding out»"², the Major City Policy of the Dutch Ministry of Housing, the Netherlands, or the "More than just two goals" paper (Denters & Klok, 2007) which is based on a research project aimed at monitoring and evaluating the "Scoring in the neighborhood" project.

Another important part of my research is the one related to the case from Romania. I decided to make a field research since I need to obtain information but also ideas from the people who are aware about the situation in Kuntz, or they were involved in researches or projects concerning that area. My goal is to gather all the information I need in order to understand the issue at stake and to be able to answer my research questions.

Also for my case study from Kuntz, Timisoara, I am planning to conduct *interviews with experts*. However, this time (considering the physical distance) the interviews would not be face-to-face but telephone interviews or through e-mail (depending as well on the interviewees' wishes). My first choice would be of course *telephone interviews* since this way it is still possible to have semi-structured interviews. In the case of the interviews via e-mail I will be restricted to a structured type of interview, situation in which the participants would have to answer to a limited, fixed number of questions. This time the language of the interviews will be Romanian. Because the key concepts of my study do not have an equivalent in Romanian (such as *governance* or *policy*), for network governance I will refer to public-private partnerships, or, when

²Frazer, H., Marlier, E., (2008). «Feeding in» and «feeding out»: *The extent of synergies between growth and jobs policies and social inclusion policies across the EU*, the European Commission.

it is possible, I will offer additional explanation to make sure that the terms are not understood as *government* or *politics*, a misunderstanding which would lead the discussion in a very different direction.

Considering the fact that a research report about social exclusion in Timisoara³ (focusing on Kuntz neighborhood as well) was already published, I find it appropriate to contact the author of this research⁴, and correspond with her through e-mails (because she lives too far for a personal interview).

The persons with whom I am interested to discuss about my research are the possible members of a network governance for social inclusion:

- governmental representatives (from the Ministry of Work, Family and Social Protection)
- representatives of the National Agency for Roma
- local representatives (Social Inclusion Units)
- researchers (professors from universities)
- NGOs (social inclusion and Roma)

Apart from the document mentioned above, I want to study other written documents such as reports of the Ministry of Work, Family and Social Protection⁵, or Phare projects⁶

However, my research will not be limited to studying in parallel the two cases. The main purpose is to find out how can these two different situations be actually connected and how can a solution which was applied in one case be implemented in the other one as well. My assumption is that the project "Scoring in the neighborhood" can be taken as a good case example and a similar project should be applied in Kuntz neighborhood.

3.2.2 Data analysis

For my study I will make a **qualitative data analysis** which is a "nonnumerical assessment of observations" (Babbie, 2007, p. 393) made through in-depth

³Magyari-Vincze, E., (2007). *Excluziunea sociala a romilor. Studiu de caz din Timisoara*, proiect Phare 2004.

⁴Eniko Magyari-Vincze - Professor at the Faculty of European Studies, Babes-Bolyai University, Cluj, Romania.

⁵Gallup Romania, (2009). *Perceptia asupra incluziunii sociale in randul profesionistilor din domeniul social*, Ministerul Muncii, Familiei si Protectiei Sociale.

⁶Phare 2006, *Asistenta tehnica pentru promovarea campaniei nationale de constientizare in domeniul incluziunii sociale*;

Phare 2004, *Consolidarea capacitatii Institutionale si Dezvoltarea de Parteneriate pentru Imbunatatirea Perceptiei si Conditiei Romilor*.

interviews in my case.

Since I am analyzing two cases (the problem of social exclusion in Berflo Es neighborhood and in Kuntz neighborhood) in order to be able to draw a conclusion of my research I have to make a **comparative case study analysis**.

According to Mills et al (2010, p. 174) "the comparative case study examines in rich details the context and features of two or more instances of specific phenomena" and the goal is to "discover contrasts, similarities, or patterns across the cases". The phenomena I am studying is social exclusion, my instances are actually the two areas (Berflo Es and Kuntz), and the goal mentioned by Mills is actually what I want to do, more exactly to compare the two cases in order to notice the similarities or disparities and draw a conclusion about the possibility to create a network governance in the case from Kuntz neighborhood.

For my qualitative study, the database will consist of interview transcripts, texts and documents. As Thorne (2000, p. 68) states, "what makes a study qualitative is that it usually relies on inductive reasoning processes to interpret and structure the meanings that can be derived from data". And this is exactly the focus of my analysis. What has to be done during the data analysis process is to transform the data I have gathered into meaningful findings.

Comparative analysis implies a strategy of "taking one piece of data (one interview, one statement, one theme) and comparing it with all others that may be similar or different in order to develop conceptualizations of the possible relations between various pieces of data" (Thorne, 2000, p. 69). In my research the comparison will be made between the information I have regarding the case in the Netherlands and the information about the case in Romania.

The first stage in the data analysis process will be to read all the interviews and documentation and to write case descriptions for each of them. It is important to have a general view over each case and only after that they can be compared. In order to make my comparative case analysis I need to notice some patterns, to identify factors and processes and see which are the similarities and the differences between them.

Although the total number of interviews will not be very high (I am planning to conduct between 8 and 12 interviews) using a special software in order to analyze and process the information is going to be useful. For this operation I have chosen Weft QDA software since it is an easy-to-use tool to assist in the analysis of textual data such as interview transcripts, written texts and field notes. This will help me to better organize all my information so I can have a clear view over it. The idea is to introduce in Weft QDA all the data I have and categorize it (label it) so it can be easily compared. The process that I am going to use is *coding*, which refers to "classifying or categorizing individual pieces of data" (Babbie, 2007, p. 400). This way I can

organize my information taking into consideration which are my research questions (so the purpose of my study) and in the end I can reduce the amount of data to only the necessary one. Basically, first of all, I will import all relevant documents (interview transcripts, reports etc.) in Welf-QDA, creating a new project. The documents will be both in English and Romanian, and only after the selection process I will decide which information needs to be translated into English for my comparative analysis. Afterwards, with the help of the software, I will organize the information using a category tree, starting from my main research question, then going to the specific research questions, the theoretical concepts and the interview questions. The next step will be marking from the imported documents the text passages that are relevant for each of the categories - this is actually the coding procedure. At the end of this process I will be able to review the marked passages organized on different criteria, which will make the information easier to compare. In other words I have to retrieve the materials that might be interesting for my topic and to discover patterns among the data. Relevant quotations will be given in the forth chapter in order to sustain the process of data analysis with arguments.

For a better understanding of the data analysis process and how it is connected with my purpose and also with the theoretical framework, I decided to make an analytical scheme (Figure 2)⁷ which can be found below. This scheme shows through a category tree my reasoning in organizing the analysis process. On top of it there is the main research question. In order to unpuzzle it I need a certain structure in answering the specific questions of my research. For each of them I will make the connection with the theoretical concepts and their relevant characteristics in that context, and the interview questions, concerning that issue. Further on I will shortly describe the scheme, on which the *Data Analysis* chapter is based on.

My data analysis will start with answering the first sub-question (*How is the partnership - from the case study in Hengelo - organized?*), which focuses on the idea of network. For this point, not only the background of my case studies will be relevant but also the theoretical framework I have been studying, which will actually represent the basis of my research, because without it, it is difficult to understand the social phenomena I am analyzing. As Babbie (2007, p. 394) stated, in a qualitative research data collection, data analysis and theory "are more intimately intertwined". However, for this step my interest is in the concept of network governance, more specifically on some of its characteristics such as self-governing, pluricentrism or resource dependences. The idea here is to see what are the characteristics of a network in theory and how they actually apply in practice, in the case of the network from Berflo Es.

Also the second sub-question: *To what extent is this partnership effective*

⁷For the interview questions see Annex 3.

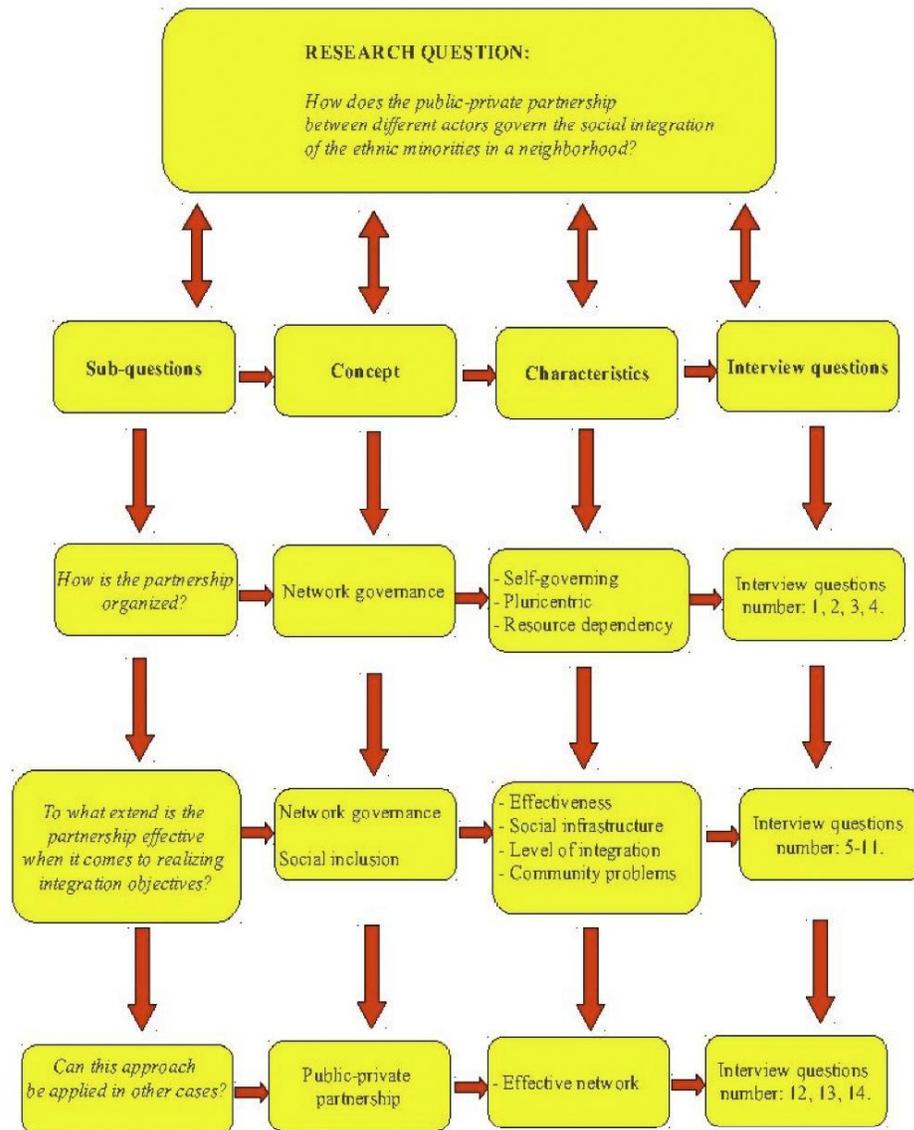


Figure 2: Analytical scheme

when it comes to realizing integration objectives? is strongly connected to my theoretical framework since here the most important is the concept of social integration, though there is still an emphasis on the concept of network governance. However, in order to be able to answer to this question I do not only need a solid theoreti-

cal background regarding characteristics as effectiveness, social infrastructure, level of integration or community problems, but as well enough data about the case I am studying from the actors involved in the project. For this I am going to use the responses from the interviews I will conduct.

For my third sub-question: *To what extent can this approach (the public-private partnership and the solutions it came up with) be applied in other cases (i.e. other neighborhoods, other countries, with similar problems)?* I already need to make the connection with the case study from Romania. After analyzing the network developed in Berflo Es and assessing its effectiveness, I need to keep into account also the results from the interviews in Romania. This is the part in which the comparative case study analysis will be the most obvious and relevant. As it can be noticed in Figure 2, the arrows in this reasoning are not just horizontal but also vertical because in order to give a proper answer to the third sub-question I need all the information I have previously gathered. For this third sub-question I will use as a theoretical concept the public-private partnership and the idea of effective network.

After having an overview of these 3 questions I can draw a conclusion which would actually be the answer to my main research question: *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?* which represents a generalization of my findings until that point.

3.2.3 Conclusions

In this third chapter I aimed to describe the next two steps in my study, which are the most important for my research: **data collection and data analysis**. My purpose was to offer a clear overview of them, by describing exactly how I have organized my research. For the data collection process there will be two stages: first of all **gathering information by studying written documents - policy documents and rapports on researches - in order to get acquainted even more with the topic and the background of my case studies**. In the second stage of data collecting I will conduct interviews because it is the only way to gather the specific information I need for my research. In what concerns the data analysis process, when I will have all the information regarding both case studies, I will be able to make a comparative case study analysis, by detecting different patterns. After I have noticed the similarities and the differences between the case studies, I will be able not only to answer my main research question, but also to generalize the conclusion, in the sense that the findings can be valid in other cases as well.

Chapter 4

Data analysis

4.1 Introduction

My research, based on a comparative case study analysis, wants to find out if a **network governance can be the solution for the problem of social exclusion, and how such a network can be created.**

The main question addressed in my research is *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?* For answering this question, literature was reviewed, previous researches and reports were studied, and interviews with relevant actors were conducted.

For a better understanding of the results of my analysis, I will first of all present the two cases which were the object of my study, with their background and how they developed in time. It is relevant to do that in order to motivate my choice for the two neighborhoods, and how they are related to the idea of social inclusion and network governance. In presenting the background I also intend to emphasize some of the similarities and differences between the two cases, so in this way the background will be the start point, the basis, of my comparative case study analysis.

Presenting the background makes it possible to understand better why there was a need of a network governance in the case from the Netherlands and how this has improved the situation (or not), why such a network should be also suitable for the case in Romania. It will also help explaining the similarities and the differences between the two neighborhoods. Just by comparing the two cases, Berflo Es and Kuntz shows only a limited part of the picture, which can influence the conclusions of the analysis in a certain direction, by not using all the available information and not seeing the cases in their broader context. For this I will review the literature on this topic as well, meaning policy documents such as the Big Cities Policy and the Major City Policy

of the Dutch Government, and research reports: the research made by Parudimos¹ together with the City Hall of Timisoara (2006) concerning the socio-economic state of the inhabitants of Kuntz neighborhood, and the research report of Eniko Magyari-Vincze (2007) on the social exclusion of the Roma population in Timisoara. Other studies that I will use during my analysis will be the paper of Denters & Klok (2007) about network governance in the Berflo Es case, the study made by Schalk-Soekar et al (2009) in Hengelo regarding multiculturalism, the "barometer" of the inclusion of the Roma - a research made by the Open Society Institute (2007), and Building Inclusion document of the Netherlands Institute for Social Research (2009).

Then, the focus will be on answering my sub-questions, one by one, using the information from the interviews, reports, researches, brochures, articles concerning my topic and my case studies, but also by connecting it with the relevant concepts from the literature.

4.2 Background

4.2.1 Timisoara vs. Hengelo

After going deep into these two case studies, by reading reports about the neighborhoods, and having the opportunity to speak with people that are involved in projects in those areas, I have a better view on the situations there.

Since the two cases, Berflo Es and Kuntz, are part of certain environments, it is useful to set first the context in which these neighborhoods are found and what is the background of those places, more exactly of Hengelo and Timisoara.

Timisoara is the third most populous city in Romania, with 312 113 inhabitants in 2009². It is the biggest city from the Western part of Romania and the most economically developed. Since 2000, Timisoara received the name "Five stars city", because it has one of the lowest unemployment rate in Romania (under 4%), and a level of foreign investments 4 times higher than in the rest of the country, which also leads to higher salaries on average with 20%³. Being situated at the confluence of the East and the West, Timisoara is a multicultural city, "a place of multiethnic cultural interferences and convergences"⁴. It is considered that this multicultural and multiethnic tradition transformed Timisoara in a cultural city, and contributed as well at the development of social cohesion.

¹See Annex 2.

²According to the National Institute of Statistics.

³The City Hall of Timisoara, *Timisoara - oras de 5 stele*, Retrieved from <http://www.primariatm.ro/index.php?menuId=2&viewCat=94&viewItem=128>.

⁴The City Hall of Timisoara, *Timisoara - "Little Vienna"*, Retrieved from <http://www.primariatm.ro/index.php?menuId=14&viewCat=539&viewItem=596>.



Timisoara City

Source: www.princeradublog.ro/jurnal/timisoara/



Hengelo City

Source: www.tctubantia.nl/regio/hengelo

According to the data on ethnic minorities from Timisoara, approximately 15% of the people from the entire population of the city are ethnic minorities: 7,91% Hungarians, 2,24% Germans, 1,04% Serbs, and 0,98% Roma people⁵. However, the local non-governmental organizations (NGOs) state that the actual number of Roma people is almost double (approximately 5000 people)⁶.

On the other hand, Hengelo, situated in the Eastern part of the Netherlands, is the second largest city in Twente region. Its central location in this region gave the city the opportunity to attract international companies and so to develop through the business sector⁷. In 2009, Hengelo was said to be the safest city in the Netherlands, with the least trouble and best living environment⁸. However, the same statistics show that it has one of the highest unemployment rates and not a very good economical situation. According to the latest statistics of the Centraal Bureau voor Statistiek (1st of January 2010), there are 80 809 inhabitants in Hengelo, from which 10% (8 388 people from 80 961 in 2004) (Schalk-Soekar et al, 2009) are non-Western immigrants. According to the report of the Netherlands Institute for Social Research ("Building Inclusion", 2009), part of the EU project "Building inclusion. Access to housing and inclusion in Europe", both researchers and policy makers from the Netherlands make a distinction between Western and non-Western immigrants, by "person with a non-Western background" being understood a person who originates from a country from Africa, Asia or South America. Especially in the Dutch policies concerning immigration, the term "people with a non-Western foreign background" has substituted the term "ethnic minorities" (Kullberg & Kulu-Glasgow, 2009). According to the same study, the largest non-Western groups are the Turks, the Surinamese, the Moroccans and the Antilleans. The official Dutch regulations state that people are considered immigrants also "if at least one of their parents is foreign born" (Schalk-Soekar et al, 2009, p. 273), which is a common situation in the present. To describe this, the term "allochtoon" is being used in Dutch. This is the explanation why these large groups of ethnic minorities are currently called Turkish Dutch or Moroccan Dutch.

After presenting some demographical data related to the two cities from my study, Hengelo and Timisoara, it can be easily noticed that there is a big discrepancy between them in terms of their size and population. As long as the gathered information will allow me, I would like to see if and how can this have an impact on the issue that I am studying.

⁵The City Hall of Timisoara, *Statutul Municipiului Timisoara*, Retrieved from <http://www.primariatm.ro/uploads/files/wwwwww/Statut.pdf>.

⁶Parudimos, (2006). *Cercetare privind situatia socio-economica si cea a locuitorilor cartierului Kuntz din Timisoara*, ERRC.

⁷Gemeente Hengelo, *Welcome to Hengelo*, Retrieved from <http://www.hengelo.nl/smartsite.dws?id=8710>.

⁸According to the Centraal Bureau voor de Statistiek.

4.2.2 The neighborhoods

Short history

The first main similarity between Berflo Es and Kuntz arises from the history of the two neighborhoods. Both of them developed in the beginning of the 20th century as places to live for the people working in the factories in those areas. In the case of Kuntz, there used to be a brick-making factory, the neighborhood being actually named after the owner of this factory⁹. Kuntz (the owner) was the one to bring Roma people in that area, by giving them plots of land, so they can work in his factory. According to the research made by Parudimos in 2006, 45,6% of the inhabitants of Kuntz have been living there for more than 30 years, but there are 70-80 years old people who have been living in Kuntz their entire life. However, most of them have only hand written documents to support the fact that they own the land and the houses they live in. During the communist period, the factory was nationalized, and in 2005, since Kuntz had no heirs to claim for the property, the entire area of Kuntz neighborhood, including the immovable goods, were transferred to the public domain of the Municipality of Timisoara. Berflo Es also developed first as an area where the workers from factories were living¹⁰. Private entrepreneurs built in the first half of the 20th centuries houses for the people working in metal factories. However, since the industry in that area was expanding fast, the demand for houses was high. That is why Berflo Es neighborhood soon became a mix of different types of houses, of inferior quality, which was the result of the speed with which they were built. As a consequence, today the entire neighborhood is being rebuilt, many of the old building being demolished since they no longer meet the standards of quality.

Berflo Es vs. Kuntz

In cities all over Europe "neighborhood decline, increasing polarization between income groups, and growing spacial concentrations of low-income households and ethnic minorities groups" have become wide-spread problems (Kempen, 2000, p. 197). According to the same study of van Kempen, the tendency is to accumulate these problems in certain neighborhoods, "where physical decline goes hand in hand with declining economic performance and increasing social problems". Berflo Es and Kuntz seem to both fit in this description.

In order to have a broader picture of the two cases, I will present them in the classical hierarchical top-down approach. In the case of the project from Berflo Es

⁹Parudimos, (2006). *Cercetare privind situatia socio-economica si cea a locuitorilor cartierului Kuntz din Timisoara*, ERRC.

¹⁰Berflo Mooi, *Historie: de wijk Berflo Es*, Retrieved from <http://www.berflomooi.nl/berflo-mooi/historie.html>.



Kuntz neighborhood

Source: www.tion.ro/stiri

House in Kuntz →

Source: www.romanialibera.ro



← **House in Berflo Es**

Source: www.hengelo-forum.nl

Berflo Es neighborhood

Source: www.berflomooi.nl



neighborhood, we have at the highest level the national government, more exactly the VROM - the Ministry of Housing, Spatial Planning and the Environment.

The Ministry developed at the beginning of the nineties the Major City Policy (GSB) which focuses on 31 cities from the Netherlands where there is a need to improve "safety, integration, quality of residential districts, economic structure and investments in youth"¹¹. From these 31 cities, the Minister selected 56 neighborhoods with existing problems such as "bad quality of their housing stocks, ageing, high unemployment and integration problems of minority groups"¹². One of these neighborhoods is Berflo Es from Hengelo (Ov). The main problems in this area are urban decay and poverty, the districts here being considered the poorest in the city. In the context of FC Twente having its training facilities and also the FBK stadium in Berflo Es, one of the former employees of the Municipality of Hengelo approached the club with the idea of a Community Initiative. The result of this was the project "Scoring in the neighborhood", which started in 2005 as a partnership between FC Twente and the Municipality of Hengelo, and which developed in time as a real public-private partnership, with many other actors involved, more precisely what we can call a network governance (see Figure 3).

In this network governance we have FC Twente as the main actor, together with the national and local authorities. It was not even necessary to make a network analysis in order to be sure that FC Twente is the central actor in this network. This is one of the things on which all the respondents of the interviews agreed upon, and it is also obvious if we think that the project started from FC Twente and that without the football club, its reputation and its name, the project and its outcomes would not be the same. Other important actors are the housing associations, health insurers, training centers, schools and the university from this region, or social care organizations.

In the context of the Ministry of Housing identifying Berflo Es as a neighborhood with problems, and the "Scoring in the neighborhood" project proposal from FC Twente and the Municipality of Hengelo, the Ministry decided to subsidize the first 3 years of this project, as an experiment, considering it innovative. It was the first time in the Netherlands when a football club would extend its area of interests and involvement from just sports to health, education and social inclusion.

After speaking with local authorities from both Hengelo and Timisoara, I can say that in the Netherlands there is a culture of public-private partnerships and network governance for more than one decade, and although there is still a certain degree of reluctance especially in the public administration sector, there are less bureaucracies

¹¹VROM, *Directorate General for Housing, Communities and Integration*, Retrieved from <http://www.vrom.nl/pagina.html?id=37564>.

¹²VROM, *Major City Policy*, Retrieved from <http://www.vrom.nl/pagina.html?id=37443>.

and formalities in what concerns establishing these kinds of networks. This conclusion can be easily drawn just by looking at the "Big cities" policy, which was followed by the "Major city" policy. Even though the Government "seems to have more say than other participants", one important characteristic of this policy is that "the cities themselves have a say in the whole policy process, from setting goals to implementing measures" (Kempen, 2000, p. 200). Moreover, the cities are involved in evaluating the effects of the policy, which reflects the current trend in the Netherlands of "urban governance", where not only a single organization is in charge, but there are different partners that collaborate for the best solutions.

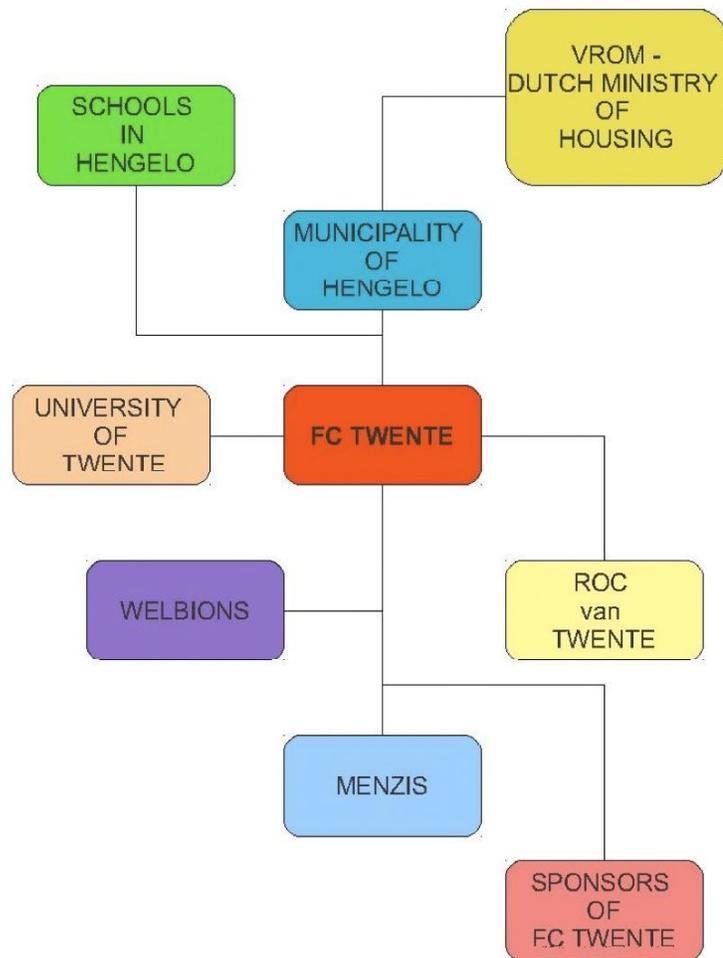


Figure 3: The network with the actors from the "Scoring in the neighborhood" project

However, in the case of Romania there is an obvious predominance of the hierarchical approach, with the public authorities as main actors and in some cases as the only actors. That is why, like I have mentioned before, although the cases themselves (Berflo Es and Kuntz) are similar, the contexts in which they are found are quite different.

If in Berflo Es, in 2007, the statistics (Denters & Klok, 2007) showed that there are 28% of non-western immigrants (which represents a high concentration), in Kuntz, for the same year, the statistics showed 43,5% of Roma population¹³. This explains why Kuntz is called a "Roma neighborhood", since the number of Romanians living in Kuntz is almost equal to the number of Roma people (44,9%) while the rest of the inhabitants are other ethnic minorities such as Hungarians, Germans, and Serbs/Croats. In this context, for the case from Timisoara, the inclusion of the ethnic minorities is a bigger issue than in Hengelo. The actors involved in the "Scoring in the neighborhood" project admitted that the social inclusion of ethnic minorities is an important part of the program, however, it does not focus only on them but on the Dutch population from that area as well.

Other similarities for the two neighborhoods are in terms of the major social problems that were identified there such as the high dependency on social assistance, the families with low incomes, the high percentage of one parent families. In addition to this, many of the ethnic minorities from Kuntz face the problem of not having identity cards, which implies also not having property acts and risking of being evacuated from their houses for this reason. If we look at document submitted by the NGO Romani Criss and by COHRE (Centre on Housing Rights and Evictions)¹⁴ to the Romanian Government, we find out that in Timisoara a high number of Roma population was evicted without warning because they did not have a residence proof for their accommodations. In Kuntz neighborhood, the entire Roma population (approximately 800 residents) risks forced eviction, since they do not have property titles and the land they are living on (for around 80 years) belongs to the local authorities. The fact that they have neither identity and civil status documents, nor property ones, has an impact as well on their access to a legal job, a place to live, health and education. These can actually be considered mechanisms of social exclusion.

When we compare the two neighborhoods in terms of the access to housing for the disadvantaged categories, in the Berflo Es case we see again the private initiative of the housing associations which are at this point rebuilding the entire neighborhood

¹³Parudimos, (2006). *Cercetare privind situatia socio-economica si cea a locuitorilor cartierului Kuntz din Timisoara*, ERRC.

¹⁴Romani Criss & COHRE, (2008). *Submission to the Office of the High Commissioner for Human Rights - ROMANIA*, Retrieved from <http://www.cohre.org/store/attachments/COHRE%20Romani%20CRISS%20Romania%20UPR%20February%202008%20FINAL.pdf>.

in order to offer the residents better living conditions. Although the housing system in the Netherlands is private, the Dutch state "invested in large numbers of social rented homes, owned and managed by housing associations" (Kullberg & Kulu-Glasgow, 2009, p. 31). In Romania there is not an equivalent of the Dutch housing system. There are certain social accommodations for young people with low incomes under the authority of the Ministry of Regional Development. Other types of social houses belong to the local authorities and are assigned on different criteria such as income, number of children, the state of health, or to retired people, or people who have been evacuated from their previous houses. In the entire city of Timisoara, in 2007, there were 8500 public accommodations which are already given for use to social cases¹⁵. In the same year, the demand for social accommodations was reaching the number of 6884 (Magyari-Vincze, 2007). Considering the fact that the number of demands is almost as high as the number of already existing social accommodations belonging to the local authorities, it is unlikely that the solicitants will receive too soon a place to live.

For Kuntz not even the authorities are getting involved in solving the problem of the accommodations, although the Roma present a higher rate of unemployment and consequently inferior accessibility to housing¹⁶, and many of them are living in improvised shanty structures at the periphery of the city. This does not follow the Strategy for the Improvement of Roma Situation of the Romanian Government, which states that there should be an "increased interaction between central and local authorities and representatives of the Roma community, providing decent housing conditions in urban and rural areas where Roma live, improved access to the public medical care system"¹⁷ and education.

In the case of Berflo Es, there is, as I have said before, a network formed mostly by private actors, while in the case of Kuntz we have, apart from the predominant local and national authorities, only the NGOs as private actors. Regarding this aspect we can notice that the main initiators of projects in these areas are from different sectors. In Berflo Es we have private initiative, while in Kuntz we have as initiators multi-level actors like the Council of Europe, the European Commission, or the Romanian Government. In 2007, in Timisoara, the Council of Europe in partnership with the European Commission launched the "Responsible territory for social cohesion and sustainable development" pilot project. This was one of the biggest projects in which the consultant councils of the neighborhoods from Timisoara were involved. One of

¹⁵The City Hall of Timisoara, *Statutul Municipiului Timisoara*, Retrieved from <http://www.primariatm.ro/uploads/files/wwwwww/Statut.pdf>.

¹⁶Human Right Council, (2008). *National report submitted in accordance with paragraph 15(a) of the annex to Human Rights Council resolution 5/1* - Romania*, Working Group on the Universal Periodic Review, Second session, Retrieved from <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G08/132/28/PDF/G0813228.pdf?OpenElement>.

¹⁷Idem 16

the first steps in this project was to form a group of local representatives from public institutions, social services, non-governmental organizations, marginalized people, and people from the economic and academic environment. Another development direction in this project was to elaborate together with the citizens the welfare criteria in order to understand the local social complexity. The situation in Timisoara was evaluated according to these welfare indicators.

4.3 The results of the qualitative research

The primary question of this research is *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?* This research question will be clarified through answering the sub-questions already mentioned in the first and third chapter.

4.3.1 Creating a network governance organization

The first sub-question *How is the partnership (from the case study in Hengelo) organized?* regards theoretical aspects, but in answering this question I will use especially the information received during the interviews with the representatives from the project in Berflo Es (as I mentioned also in the question). The reason there will be few or no emphasis on the case study from Kuntz in this part of the analysis is that from the research I have conducted I was not able to find a similar type of partnership, based on a wide network, with different actors. For my study it is more relevant to analyze a governance network, such as the one from the "Scoring in the neighborhood" project.

As one of the interviewees said, the project "Scoring in the neighborhood" from Hengelo "is a kind of **network organization**, and because of that there are **many partners involved and the goals** that various actors might have may differ from one actor to the other"¹⁸. This is part of the definition of a network. As in Alter's & Hage's (1993) definition of the network, in the partnership from Berflo Es we have a **cluster of organizations, which are non-hierarchical collectives, more exactly "a large number of interdependent actors who interact in order to produce public purpose"** (Sorensen & Torfing, 2005, p. 197). That is why governance networks are described as **pluricentric governance systems**. This network represents the basic social form that allows "interorganizational interactions of exchange, concerted action, and joint production" (Alter & Hage, 1993, p. 46). These organizations, part of the network, work together "to achieve not only their own goals but also a collective goal" (Provan & Kenis, 2007, p. 3).

¹⁸Source: interview Bas Denters (see Annex 1).

This partnership developed from one person, Drees Kroes, a former employee of the Municipality of Hengelo, who considered that since FC Twente has its training center in one of the parts of the Berflo Es neighborhood, it would be a good idea to use FC Twente as a factor to get programs and to improve the life of the people in that neighborhood. He followed the example of the English football clubs and took this idea to FC Twente which considered that it is due to its supporters that the football club managed to survive so it would be important to do something in return. From here on further partnerships were developed, not only with the municipalities but also with the housing associations. So in the case from Hengelo, the main actor in the network governance is FC Twente and from the football club the partnership extended with time (see Figure 3).

The project started as a small one, in the beginning having just football courses for the children from Berflo Es, but as more actors became partners, the project grew. However, as the assistant manager of the project mentioned, from the beginning the project was not about football, but about a healthy, good life style for the inhabitants of Berflo Es.

Since at this moment it is a **network governance**, as I have mentioned previously several times, it is relevant to explain how it developed from private actors to a public-private partnership. It is a network form that "combines both public and private organizations", which means that public services are not anymore delivered exclusively by the government, but by actors from the government, and from the private and voluntary sector (Kersbergen & Waarden, 2004, p. 149). Drees Kroes was the one who also contacted some of the Ministries in the Hague, quite early in the development of the project "Scoring in the neighborhood", especially the Ministry of Housing (VROM). This did not mean that there is supposed to be any kind of government steering. The board of the Foundation "Scoring in the neighborhood" was the one deciding the policies, so from this point of view it is a **self-governing** and **autonomous** network. The fact that the people from the Ministry were enthusiastic about the idea and willing to fund this project was also an important stimulator that persuaded the Municipalities to join the collaboration, since in the beginning there was a certain reluctance regarding this project and a possible collaboration with FC Twente. Apart from the influence of the national Dutch Government the interviewees also mentioned the fact that there was support on the political level for this idea, which eased the whole process of developing the network. Without this support, creating a network in which public actors are involved would have been a more difficult process. Another advantage in creating the network was the familiarity that Drees Kroes had regarding the municipalities and the governmental side of things. Today, as part of the board of the Foundation "Scoring in the neighborhood" there is representation of

the Municipality, of the housing association from Hengelo (Welbions), of the school for vocational training (ROC van Twente), and from the University of Twente. This is the most common **form of network - the participant governance**, since most of the members are represented on the board of the project, and it is "governed by the network members themselves, with no separate and unique governance entity" (Provan & Kenis, 2007, p. 6).

In order to answer my first sub-question I have tried to find the reasons why different actors decided it is important for them to join this partnership and what were the advantages. This information is connected with the idea of **resource dependencies**, since networks are characterized "by an exchange of resources and negotiations" (Kersbergen & Waarden, 2004, p. 148).

The central actor in the network, FC Twente, which actually developed the public-private partnership from the project "Scoring in the neighborhood", considered that the football club together with the football players should do something in return for the supporters. As the training center of FC Twente is in Berflo Es neighborhood, many of the supporters are living in that area. It is a way of earning "a lot of good will from the people, the fans in the neighborhood" and of leaving "a good feeling"¹⁹ as the assistant manager of the project said. FC Twente wants "to be more than a football club, wants to be part of the society"²⁰, and this is the reason why they developed this project in Berflo Es, a neighborhood with problems. The main resource of FC Twente is its reputation, "its potential of infusing people to do things they would normally not do"²¹, and also the reputation of its football players, who are seen as role models.

For the Municipality of Hengelo this project is important because they considered that FC Twente might actually have a higher impact in stimulating the participation of the inhabitants of Berflo Es in the society and in the labor market. That is also because in the Netherlands football plays an important role and football players are seen as idols, so according to them, it is more effective when a football player tells the people from Berflo Es that it is good to live healthy or to do sports for example. It is "the task of the Municipality to improve the situation and the living standards of the inhabitants of Hengelo"²². The Municipality sees the advantages of this partnership in the small projects which are part of the big project "Scoring in the neighborhood" such as "With FC Twente at work" or "Scoring with health", projects that aim at helping the people from Berflo Es who are unemployed and without a degree to graduate, to get a certificate, an internship, and even a job. Although the primary goal of the Municipality in this project is not to decrease the unemployment rate in Berflo Es,

¹⁹Source: interview Dennis Wiggers (see Annex 1).

²⁰Source: interview Johan Bijlstra (see Annex 1).

²¹Source: interview Bas Denters (see Annex 1).

²²Source: interview Johan Bijlstra (see Annex 1).

since they consider that the impact on it is insignificant, this is still a relevant aspect and the results are visible.

The Municipality got involved in this project in the beginning because it received money from the National Government to subsidize this project idea. Another reason why the Municipality of Hengelo is an important partner of FC Twente is because it gives a certain status to such a project, and it has strong connections with potential partners from different fields: health, education, labor market. This is how the housing association (Welbions) got involved, and became an important financing actor in this project which was already in progress of renovating the Berflo Es neighborhood when "Scoring in the neighborhood" started.

In what concerns the University of Twente, joining the project "Scoring in the neighborhood" was an opportunity to have more attractive assignments for the students of the University, and at the same time, associating the University with the football club would bring added-value to the attractiveness of the region and the reputation of the University of Twente. The role of the University of Twente in this network is to evaluate the success of the project, part of the big program "Scoring in the neighborhood", but also to analyze how the network was created, how it developed and how it works, taking into consideration that it was not initiated by government actors but by private ones, although it is active in the public domain. In terms of resource dependencies, the partnership created interesting opportunities for the University such as the possibility to use the facilities of the club (eg. organizing excursions for the students at the stadium). While for FC Twente, a partnership with the University of Twente meant "having relatively cheap access to research through the capacity of the University"²³.

In the case of ROC van Twente, this partnership "opened a window of opportunities"²⁴ both in relation to their students and in terms of people providing internships. According to my respondents the name of FC Twente has a stronger impact in motivating: the students to participate at the courses and different companies to offer them internships or even jobs, than just the name of ROC van Twente.

All the respondents, all the actors interviewed stated that in their opinion this partnership is a win-win situation for everyone.

After revising the information which I considered to be relevant for answering the first specific question of my study, I am able to summarize the findings and to give an answer. The partnership from the case in Berflo Es is organized as a form of network governance organization since it is a collection of both public and private actors that have exchange relations with one another. Studying the theory on network gov-

²³Source: interview Bas Denters (see Annex 1).

²⁴Source: interview Bas Denters (see Annex 1).

ernance helped me identify in this case the main characteristic of this concept such as pluricentric system, self-governing, autonomous, and based on resource dependencies.

4.3.2 Social integration

For answering my second sub-question: *To what extent is this partnership effective when it comes to realizing integration objectives?*, I had to focus during my interviews on determining the target population in the "Scoring in the neighborhood" project, who benefits from it and how important is the issue of social inclusion. Since the effectiveness of the project was the main question here, I also wanted to find out **what does the program want to gain in terms of social inclusion, which are the intended results, how are these results measured and what can influence them.** For my comparative analysis, after interviewing different representatives especially from the public sector in Romania, I decided to focus for this sub-question on the project "Timisoara - responsible territory for social cohesion and sustainable development". The document "Instruments of the active social inclusion strategy" (Vetan, 2009) provided me relevant information for answering my sub-question.

The main difference between the two projects "Scoring in the neighborhood" and "Timisoara - responsible territory" is that in the case of the first one, **social inclusion is just a part of the project, one of the issues, the program promoting a healthy life style and trying to improve the environment in which the people from Hengelo are living, whereas in the project from Timisoara the entire focus is on social inclusion.** Both of them were seen in the beginning as social experiments aiming at social cohesion for those communities. However, the approach, the actors involved and the types of fundings are quite different. For "Scoring in the neighborhood", as I have mentioned several times before, the initiative was private, as well some of the fundings. In the case of "Timisoara - responsible territory", the project was initiated and financed by multi-level actors: the Council of Europe in partnership with the European Commission. It is true that there was a network created with the local public institutions and NGOs, but the actors were more concerned with investigating the issue of social inclusion in that area rather than developing some concrete activities. That is why the project was limited at a certain period of time, in which the research was supposed to be made in order to draw some conclusions. In both situations, **social exclusion refers to the problems that lead to people not being able to participate in society because they lack resources.** These resources are not only financial such as income, but non-financial meaning health, education, housing and so on (Kloproge).

When it comes to the sustainability of the project "Scoring in the neighborhood", there is not a limited period of time in which the project will run, however if the big project will continue depends on the fundings that the individual projects

will receive. In the first 3 years the project was financed by the Government, as an experiment to see if a football club can actually get involved in social issues, and according to the representative of the Municipality of Hengelo, there will be money for this project from the Municipality and from the Government until 2012. Although the general impression is that FC Twente is the one financing the project, the football club is only "sharing" its reputation, and its sport facilities. Most of the fundings come from other parties, such as sponsors.

If we compare these two projects, the one in Hengelo and the one in Timisoara, after speaking with different actors from both sides, I can say that social inclusion plays an important role, however the programs do not focus exclusively on the minority population, although there is much attention to this group. For the project from Timisoara, the target population is actually the entire population from that area, because the project itself aims at reinforcing the role of the citizens, of the local community in the fight against social exclusion. "Scoring in the neighborhood" also focuses on the entire population from Berflo Es, however, the coordinators of the project from FC Twente together with the Municipality of Hengelo have established certain criteria regarding who can benefit from this project such as: unemployed people, people with low income, people with many children etc. Since the schools from Berflo Es are partners in the project, for the activities designed for children, the participants were selected from those schools.

The activities developed in these projects emphasize the relevance of social inclusion. As the assistant manager of "Scoring in the neighborhood" stated, each of the individual projects, which are part of the big program, have somehow a focus on social inclusion. Although from this perspective a comparison between "Scoring in the neighborhood" and "Timisoara - responsible territory" might not seem the most appropriate since the approaches are different, both of them are trying through their actions to involve the people, to implement an **active social inclusion** strategy. If in "Scoring in the neighborhood" we can see many concrete actions and activities, in Timisoara the project regards more what should be done, which should be the development directions, and in this sense it gives certain recommendations. Some examples of development directions are: promoting the local commerce with products produced by the social excluded persons, or trying to involve the disadvantaged persons on the labor market by supporting the different programs that the NGOs have in this sense²⁵. For the project in Hengelo, the activities are actually the individual projects which are under the umbrella of the big program "Scoring in the neighborhood", like I have mentioned before "Scoring with health", or "With FC Twente at work" which are two recent projects that focused on improving the quality of life in Berflo Es by promoting

²⁵Source: Mihaela Vetan (see Annex 1).

a healthy life style and by offering the unemployed people the possibility to graduate (in the situation in which they do not have any kind of certificate) and to start an internship or even a job. The whole project, according to the actors that are part of the network, is about participating in the society, education, being involved in the labor market, living healthy, and living together in the Berflo Es neighborhood. All these mean not being excluded from the society - so inclusion.

The idea of **neighborhood, as a level of integration, has an important role.** If in the Netherlands many municipalities have social services or social structures organized at neighborhood level, in Romania at such a low level you can find only the **Neighborhood Consultative Councils, which are linking organizations between the citizens and the representatives of the local public administration.** In what concerns combating social exclusion, "intensifying the social function of neighborhoods, involving people in taking care of their neighborhood and delegating responsibilities to institutions within neighborhoods" (Kloproge), are regarded as solutions.

The interviewed actors from the case of Berflo Es had similar perspectives about the intended general result of the program, especially concerning what it wants to gain in terms of social inclusion. Professor Denters considers that "the overall aim is to contribute to providing better life chances for the people in the neighborhood". All of my interviewees agreed on the fact that it is difficult to reach high goals and to make visible changes at the entire community level, or to have a high impact on the unemployment rate. However, if the project is being evaluated in terms of what it does and achieves for the individual, the impact is much more relevant and visible. That is also why the evaluation of the project is made at both levels: the individual projects and the aggregate level, for the neighborhood as a whole. In addition to this point of view, the representative of the Municipality of Hengelo considers this project "a way to see which is the impact of the so called idols²⁶ on the participation in the society"²⁷.

In both Timisoara and Hengelo, the results of the projects are being measured through evaluations, more exactly qualitative and quantitative researches. The reports that result represent the conclusions which help to improve the projects.

For my analysis, in order to understand how the partnership works and if it is an effective one, it is also relevant to find out from the actors in the network also which are the factors that can influence the results of this network governance. The most important factors that can have an impact on the results of the project, according to my respondents from this particular case, are the trust, the connections between the actors and their resources. A situation that was an issue, in the beginning, for the

²⁶the football players of FC Twente who became models for the people in Berflo Es

²⁷Source: interview Johan Bijlstra (see Annex 1).

progress of the project was the skepticism of some of the actors regarding FC Twente and the reasons why a football club would want to get involved in social activities.

Skepticism was also mentioned by one of the consultants of the City Hall of Timisoara²⁸. As an example she referred to one of projects of the City Hall of Timisoara (MILE - *Managing Migration and Integration at Local Level*), an European pilot project financed by the European Union. In the Local Action Plan of this project it is mentioned the need to develop the capacity of intervention by strengthening collaboration with various stakeholders from both public and private sector. However, the main aspects mentioned in the results were: lack of consensus, "difficulties to dialog (cooperate) and stereotypes among different participants"²⁹. Nevertheless, the involvement of different actors in the process of development of Local Action Plan was mentioned for its value for the innovative character of the project.

One of the "lessons learned", as they are called in the project "Timisoara - responsible territory", regards the fact that "there is a need to change the style of social intervention and the general perception that this is something that only the public institutions should do"³⁰. Since social exclusion is a complex problem, the advice is to focus more on the co-responsibility of the actors. Another relevant observation of the research in Timisoara, which refers to the importance of partnerships when it comes to realizing integration objectives and is seen as an advantage in this approach, is that the diversity of the participants in this project favored the process of getting to know the local community based on their personal experience. This was the first step in starting to share responsibilities between different local actors, a process that will be developed further on in the Social Inclusion Local Plan.

As a conclusion for the second specific question I can say that a public-private partnership such as the one from Berflo Es is effective in terms of social integration objectives as long as the established goals are not too big, in the sense of being impossible to reach. A governance network for social inclusion will, most probably, not have high impact results on short terms. However, that does not mean it is not effective. The effectiveness of these partnerships must be analyzed at a lower level, like the level of the individual, where the results are more visible.

4.3.3 The good practice example

Step by step, through analyzing how is the network from the case study in the Netherlands organized, and how the project from Hengelo and as well different projects from Timisoara try to tackle the issue of social exclusion, I have reached my final sub-

²⁸Source: Raluca Pop (see Annex 1).

²⁹MILE - *Local Action Plan* (document from the City Hall of Timisoara).

³⁰Source: Mihaela Vetan (see Annex 1).

question, and maybe the most important for my comparative case study: *To what extent can this approach (the public-private partnership and the solutions it came up with) be applied in other cases (i.e. other neighborhoods, other countries, with similar problems)?*

For answering this question I considered that I need to find out from the actors who are part of the network what they think regarding the effectiveness of the project, **and if it is worth or not to build such a partnership and to implement a similar project** if we take into consideration the different kinds of resources which are needed, including time, or the trust that has to develop between the actors.

My hypothesis, which is also based on the opinions of the actors interviewed, is that **"Scoring in the neighborhood"** can be considered a good practice example. Since the case of Kuntz is in need of a better solution, and since during my study I have tried to show that although the backgrounds of Kuntz and Berflo Es are different, the situations there are similar, I want to find out by answering my third sub-question if **a project like "Scoring in the neighborhood" can be implemented in Kuntz.**

As I have mentioned before, the information gathered for the previous two sub-question will be used for answering the last sub-questions as well. At this stage I will be able to start drawing some of the conclusions of my research, which will get me one step closer to the answer of my main research question.

Before analyzing the information concerning how long it takes to create a strong, "productive" network, I want to emphasize the fact that the interviewed actors admitted that mistrust is an issue at least in the beginning, when you are building a new partnership, where not all the actors are familiar with each other. In a network there are continuing interactions between the actors, and these interactions are "rooted in trust and regulated by rules of the games negotiated and agreed by network participants" (Rhodes, 2000, p. 61). However, the trust between the partners in the network is one of the developments over time. Trust might not seem that relevant at the first glance, but it is the main reason why different actors decide or not to join a partnership and to share their resources. More than that, there is a connection between the resources and trust. For example, knowledge as one of the most important resource that actors share in a network, considered basic foundation of trust, can in certain situations lead to mistrust, especially if this knowledge regards information about the incompetence of other actors (Sydow & Windeler, 2004). This was also what happened in the case of "Scoring in the neighborhood", where different parties stated that a football club should focus on football, since social problems are not its core business, and let the experts to have projects on this topic. There was mistrust and skepticism, some parties wondering if the football club is not actually just trying to get money from the Municipality or from the Government. However, trust does

have a resource character, and can be a mean of producing knowledge and influencing the control. For some of the actors it was a matter of time to understand that the partnership is a win-win situation, but in the end they all got to this conclusion. So as my respondents mentioned, in order to create the network as we can see it today time and patience were needed, especially for establishing relations and connections based on trust, which led to a better cooperation between the actors.

Another reason why this project managed to go on and to over step the difficulties that existed in the beginning was that it was a new type of initiative, one that generated enthusiasm. The success of each of the individual projects led to a reputation for successfulness for "Scoring in the neighborhood", which is why the partnership went on and it will continue with its activities.

In terms of project effectiveness, the participants agreed that they are satisfied with the outcomes, that it is worth to do such a project, and that it was proved to be a win-win situation for all the actors. As they said, all the time spent in this project was well spent. However, time, patience, trust and strong connections seemed to be extremely relevant factors that had an impact on this network governance. According to the members of the governance network from Berflo Es, there is evidence that at least some of the projects part of "Scoring in the neighborhood" have worked, however, it is difficult to predict if the results will remain on long term as well. The definition of effectiveness in interorganizational systems is in my opinion in line with what I was able to notice in the "Scoring in the neighborhood" project. There is a collective action in achieving the goals of which the actors are satisfied, considering it productive.

In Kuntz, the interviewees were not so satisfied with the outcomes of the projects in that area, especially the ones implemented by the local authorities³¹. Another reason of complain was the lack of fundings for certain projects³².

When the actors from Berflo Es were asked if they consider the option of such a public-private partnership being "build" in another place, another country, more particularly in the Eastern part of Europe, the interviewees agreed again that it would be a very good idea to try to implement a similar project in an East European country. Their point of view was sustained by the fact that they have been strongly promoting this idea, not only in the Netherlands, but in other countries as well, by showing how this project was born, how it developed and what are its outcomes. Talking from their experience, the actors from "Scoring in the neighborhood" do not think that a different context can stay in the way of creating this type of network, but it is important to have a good organization and a lot of enthusiasm both from the actors (including the

³¹Source: interview Bica Mihai Calin (see Annex 1).

³²Source: interview Valentin Pepenel (see Annex 1).

government) and from the target people. A good organization "can lead to earning more from such a project than you actually spend"³³, while enthusiasm gets things started easier. Apparently the bureaucracies and the reluctance of the people is a problem in both Western and Eastern societies, however maybe in a higher degree in the countries in which communism was ruling until some years ago. The conclusion of the actors from this network governance is that as long as there is at least some political support and a long term goal, but not a big, impossible to reach one, this model could be "imported" anywhere. As one of the representatives of a Roma NGO from Timisoara stated, "in Romania the public and private sector are well developed, however the relationships between them are very limited"³⁴. A public-private network would be, according to the Romanian representatives from the governmental and non-governmental sectors, extremely useful in implementing projects. This is in their opinion "the solution for a sustainable, successful program, that can solve the exclusion problems of the local communities, and as long as there are advantages for all the actors, such a network could become functional in Romania"³⁵.

For answering this last specific question, I found it relevant to hear the opinions of the actors who are already part of a governance network. According to them, building such a partnership is worth the effort, although they admitted that in some areas, where there is more governmental rule, a more traditional system, there is "far more reluctance in entering these kinds of associations"³⁶. This is the case for many cities in Romania, however in Timisoara, the interviewees - both governmental and non-governmental actors - seemed to be willing to create public-private partnerships at the local level, in order to develop together social inclusions projects.

4.4 Conclusions

In this chapter of *Data Analysis* I have answered the three sub-questions I have chosen from the beginning of my research in order to help me get closer to an answer for the main question of my study. The answers were provided using the information from the interviews I have conducted with different representatives from the public and private sector that are or have been part of projects in Berflo Es and Kuntz, the two areas that I am studying. In addition to this information I have studied different documents on this topic, such as researches, reports, policy documents which have been mentioned during the analysis.

As a general conclusion of my analysis I can say that I was able to find sim-

³³Source: interview Dennis Wiggers (see Annex 1).

³⁴Source: interview Bica Mihai Calin (see Annex 1).

³⁵Source: interview Elena Constantin (see Annex 1)

³⁶Source: interview Bas Denters (see Annex 1).

ilarities between the two neighborhoods, Kuntz and Berflo Es, although considering their backgrounds this looked unlikely. On the other hand, the projects which were developed in the last years in these areas belong to different approaches, where few similarities arose.

The situations analyzed show not only the positive aspects of creating a network governance, but also the need and the possibility of doing that even in the countries where there is still an influence of the past communist domination. The concept of network governance is still new and has developed in practice mostly in the recent years, covering a wide range of fields. The interest of my study is on social exclusion and how a network governance can contribute to solving this issue. In my opinion the comparative analysis was able to clarify to a certain extent why should we choose the network governance approach over the traditional hierarchical one. The partnership from the project in Berflo Es proved again how decentralization is more effective especially in tackling community problems. I referred to decentralization since the partnership was built for a particularly narrow area (a neighborhood) and all the actors are relevant stakeholders there (the Municipality, the local football club, the local housing association and so on). That is why the "Scoring in the neighborhood" project was able to develop more practical activities for the people in Berflo Es, with visible results, while in Kuntz, where multi-level actors were financing projects, the outcomes were most of the time ambiguous and not that relevant or visible for the people living in that neighborhood. Even though in the projects from Kuntz there were also involved the local authorities and NGOs, there was an obvious upper level control (i.e. the Government, European Institutions/Organizations) so the traditional centralized type of government. This control comes especially from the fact that these multi-level actors are the ones financing the projects. However, all the projects, as I have mentioned before, were rather information campaigns, and not activity oriented projects as in Berflo Es.

The conclusion of my study and the answer to the research question will be discussed in the following chapter, where some possible solutions will be offered as well.

Chapter 5

Conclusions

5.1 Research question

This research had a practical side, that of not only finding out how a governance network is organized and functions, but rather of finding an appropriate solution for **the situation of social exclusion which exists in many neighborhoods in Romania**. To make it more particular I chose the two neighborhoods - Kuntz and Berflo Es - in order to be able to make a comparative case study analysis. At this point of my study I can draw some conclusions about the idea of implementing a project such as "Scoring in the neighborhood" in a neighborhood like Kuntz.

The qualitative study was set up to answer the following question: *How does the public-private partnership between different actors govern the social integration of the ethnic minorities in a neighborhood?* Since this question was designed in a more general, broader style, three other specific questions were discussed in the forth chapter, of *Data analysis*, questions for which I was able to give more detailed and concrete answers. All these answers, and all the information gathered during my research will be taken into account for answering the main research question.

The answer to the first sub-question was relevant for actually understanding what a governance network is, how can it be set up and which are its advantages and disadvantages. For this question I have used the case study from Berflo Es as a practical example of a public-private partnership organized at the local level. The Foundation "Scoring in the neighborhood", the governance network from Berflo Es, developed the project with the same name which aimed at helping people to have a healthy, good, life style, and to participate in the society, in other words, to tackle to a certain degree the issue of social inclusion, of ethnic minorities, and in general of the other residents of the Berflo Es neighborhood that are disadvantaged for various

reasons: such as unemployment or low income.

This brought me to my second sub-question, focusing on social inclusion and how the partnership is reaching its objectives in this direction. Trying to find out if a project is effective or not, or even broader, if a network is effective "is critical from the perspective of those organizations that make up the network, those who are served by the network, and those whose policy and funding actions affect the network" as Provan & Milward (2001, p. 422) stated. However, this is not an easy job because the interests and the goals of the actors are usually diverse. It is considered that as long as the needs and interests of the actors are satisfied the network will work effectively. The most important aspect from this point of view in the case of Berflo Es was the fact that all the actors in the governance network saw this public-private partnership as a win-win situation. There is a constant exchange of resources between the actors which proved to be advantageous for all the participants.

The last sub-question focused on the application of the Dutch approach. All the actors part of the "Scoring in the neighborhood" project declared themselves satisfied with the project, the partnership in general, with the activities developed and the outcomes. That is why they support the idea of building such a network based on a public-private partnership in other countries, even in East European countries. The interviewed representatives from Romania also agreed that such an approach, and especially developing a stronger collaboration between the public and private sector, would be very useful in implementing social programs. Like I have mentioned in chapter three, the State nowadays lacks some of the resources required to satisfy the needs of the people. In Romania, for example, the recent world wide economic crisis has brought the country into a recession that will probably last for the next two years, which implies severe cost cuts from the public fundings. This is a moment in which there is actually the need to find alternative solutions for the traditional governmental approach, and applying the governance model is one of them.

During my analysis I had to see how the theoretical framework applies in practice. I was able to identify in the two case studies the theoretical concepts with their characteristics, and I can say that my findings are in line with my theoretical background and with the scholars' perspectives on these topics of network governance and social inclusion.

Through my study I discovered a way *how the problem of social inclusion can be governed* in modern societies - by having a less interventionist State, but a more mobilizing one, that supports and encourages private initiatives, and that takes decision based on the participation and the agreement of the stakeholders. Since the ethnic minorities have particular problems, which differ from country to country, and even, as I have shown, from neighborhood to neighborhood, the best solution is for them to take

part in the decision making process and to create networks that include actors from that community level. More than that, my research proved that this approach works for the inclusion of the ethnic minorities in Berflo Es, the Netherlands, and according to the interviewed experts, it has all the chances to work in Kuntz, Romania, as well. As long as there is enthusiasm for developing a social inclusion project, so the will to do that, and trust and cooperation between actors, a similar governance network with the Foundation "Scoring in the neighborhood" can be created in any context.

5.2 Policy recommendations

In the Netherlands there has been a *National Policy on Integration* since decades ago, focusing on the way in which minorities "participate in economic, social and cultural domains" (Kullberg & Kullu-Glasgow, 2009, p. 40). However, the approach of the successive governments, and the way they have interpreted the issue of integration has varied. That is why, we can notice a shift from minorities policy to integration policy over the years, where integration was defined as "participating in Dutch society" (Kullberg & Kullu-Glasgow, 2009, p. 43).

On the other hand in Romania there have been decades of researches and implementation of policies regarding the integration of the Roma communities. However, the nature and the intensity of the issues are almost the same nowadays. If before 2000 the Roma population was treated just like all the other ethnic minorities, after that the public policies started to focus exclusively on the Roma communities, since it was considered that the problematic of this ethnic minority is a special one which needs certain actions and particular policies (Kozak, 2009). Apart from the policies designed explicitly for the Roma communities, in Romania there is also the general category of policies of which the Roma people can benefit such as the National Plan for Social Inclusion.

The main problem of the policies for the Roma minority, an issue also stated by different representatives of the Roma communities, is the fact that most of the measures are just formal, and in most of the cases exist only on paper. Because there is not a good evaluation system of the implementation of the policies, there is also no control over their development.

That is why, one important aspect that needs to be improved in the Romanian policies on Roma integration is the evaluation system which should have more relevant quantitative and qualitative indicators. The problem of evaluating a project of social inclusion exists also in the Netherlands. Professor Denters from the University of Twente, one of the actors in the governance network from "Scoring in the neighborhood", stated that it is difficult to make an evaluation because of the limited means

to collect data on the individual basis. However, other alternatives were found such as making pre and post measurements, and the researches made on individual projects by the students of the University. By constantly monitoring the project it is possible to measure in a certain degree its results.

Most of the scholars state that in the public sector there is a silo mentality, meaning that there is a lack of flow of information between the departments, the institutions, and basically no knowledge share. This can affect the effectiveness of the social inclusion policies implementation because many excluded categories are dependent on social services, so the way these policies are delivered is very important.

In the context of policies being implemented at a more decentralized level, community studies are necessary in order to take into consideration the local specificities when implementing the measures. For the case study in the Netherlands, the project "Scoring in the neighborhood" was implemented at the neighborhood level, and for this the particular problems and needs of that community from the Berflo Es neighborhood were taken into account. This should happen in the case of the Kuntz neighborhood as well, since the problems of each community are different and when trying to come up with a solution you have to look at the specific issues of each case. Also, when building a governance network, the actors involved should be at a close level to the people, so they should be local actors, since this way their interest and motivation are higher in solving the community's problems.

In my opinion, the most appropriate policy instruments for social inclusion at the community level are the agreement based ones, which are the new type of public policy instruments, where the State is just a coordinator, trying to build a framework of agreements through participatory instruments (Lascoumes & Le Gales, 2007). In the present context of the lack of financial resources of the Romanian Government, the policies that should be developed now regarding social inclusion should not create even more dependency of the excluded categories on the State. First of all because the State does not have all the necessary resources to offer good life conditions for the socially excluded people in need of social services, and second of all because this dependence "exacerbates the powerlessness that is concomitant with their disadvantage" (Percy-Smith, 2000, p. 17). The State should promote and encourage cooperation between local public institutions and other local stakeholders from the private sector, and should have some facilities for the involved actors such as less bureaucracy or tax deductions. Another important aspect concerning policies on the social inclusion of the ethnic minorities is defining the problem and agreeing on it. Each situation is particular so each social problem of the ethnic minorities has to be treated in its context. Misspecification of the problem can lead to a failure of the policy.

5.3 Reflections

While speaking with some of the actors involved in the "Scoring in the neighborhood" project I found out that the Romanian Embassy in the Netherlands already showed interest for this project, after one Romanian football team played in the European Cup with FC Twente. The representatives of the Romanian Embassy wanted to know more about this type of partnership, how it can be set up, hoping that they can take this project idea to Bucharest and implement it there.

This, in my opinion, is a very important step, because, as my interviewees said, in building such a network you need political and governmental support, at least to a certain degree. This support can give a certain status to the network (as it is the case of Berflo Es, where in the governance network we have as actors the Ministry of Housing and the Municipality of Hengelo which give more credibility to the project) but in the same time it can represent an important opportunity for more financial resources. Another reason, for Romania, for which this type of support is relevant, is because there are, for example, fields concerning housing or education which are almost exclusively part of the public sector.

During my research I found another similarity between the case from Kuntz and the case from Berflo Es. One of the best ranked football teams in Romania is actually from Timisoara, and it is a football club which has developed quite a lot in the recent years. FC Timisoara (known also as Poli Timisoara) is a big and important football club from Timisoara. The sport facilities of the football club are not in Kuntz neighborhood, as in the case of FC Twente and Berflo Es, however, they are in a close area.

In most of the European countries, football plays an important role, being one of the most promoted sports, and Romania does not make an exception from this. That is why people and institutions like to link themselves with such organizations as the football clubs, especially if they have a certain name and reputation. This is the case of FC Timisoara in Romania, where the football club is becoming known even outside the borders of Romania, after its participation in the European Cup. In this context, FC Timisoara seems to be from all points of view suitable for developing a public-private partnership similar to the one from the "Scoring in the neighborhood" project. Another advantage of the football club is the good relations it has with the Local Council of Timisoara, which is encouraging the performance of the football club by giving substantial financial support.

One relevant reason, mentioned by the representative of the Municipality of Hengelo, why a Foundation like "Scoring in the neighborhood" brings added-value is because it improves also the image of the city itself, in this case of Hengelo. The project had a positive impact because it is innovative and it attracted not only the

attention of other football clubs and inhabitants, but of the media as well, which is implicitly promoting the city and its image.

If we would have to imagine in the case of Kuntz a network as the one from "Scoring in the neighborhood", it would be probably formed mostly by public actors, since, as I have mentioned before, the social system, the housing system and education are public facilities in Romania. However the football club of FC Timisoara and its sponsors could balance a possible public-private partnership.

Since the idea looked promising, I decided to contact a representative of the football club to find out if the FC Timisoara was ever involved in social programs or if they are taking into consideration the idea of developing such a project. Unfortunately until the end of my research I did not receive an answer. However I hope that at least through the Romanian Embassy in the Netherlands, this type of network will be promoted and implemented in Romania. The purpose of my research was also to raise awareness that alternative solutions exist for the social problem of the exclusion of the ethnic minorities. These alternative solutions for the traditional governmental rule have been developed in West European countries in the last past decade, and the fact that they are still implemented and they are still productive proves one more time that network governance works and it is able to govern also the social inclusion of ethnic minorities.

In general there is a certain reluctance in comparing East European countries with West European countries since it is considered that there are too high discrepancies between them in terms of development, mentality, or the governance systems. However the social exclusion of the ethnic minorities does not take into account the differences between the East and the West and it is a problem everywhere. Although many times the methods of tackling social problems in Western countries are over the possibilities of Eastern countries in terms of resources, after I studied this issue I was able through my research to prove that it is not always the case.

My research has an innovative character because it is based on the comparison of two neighborhoods with ethnic minorities that face the problem of social exclusion, one from Romania and one from the Netherlands, while usually these studies refer to neighborhoods from the same European region (Western, Baltic, Balkan, Eastern). Moreover, I consider that my research has a practical value in the sense that it can be used as a framework for implementing a project such as "Scoring in the neighborhood" in the neighborhood from Timisoara - Kuntz.

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Annex 1

List of contacted persons during my research from whom I have received answers

- **Johan Bijlstra** - policy maker for the labor market - the Municipality of Hengelo
- **Bica Mihai Calin** - coordinator of the Parudimos Non-governmental Organization from Timisoara
- **Elena Constantin** - public manager, Project Implementation Office - General Secretariat of the Romanian Government
- **Bas Denters** - professor of Public Administration in the Faculty of Management and Governance, the University of Twente; member of the Board of the Foundation "Scoring in the neighborhood"
- **Marcel Hofstede** - sponsorship manager at Menzis
- **Valentin Pepenel** - expert on Roma problems - the National Agency for Roma, Timisoara
- **Raluca Pop** - consultant at the Development Department of the City Hall of Timisoara
- **Mihaela Vetan** - president of CRIES - The Resource Center for Ethics and Joint Initiatives; coordinator of the project "Timisoara - responsible territory for social cohesion and sustainable development"
- **Debbie Voogsgeerd** - communications consultant at ROC van Twente
- **Dennis Wiggers** - assistant manager of the project "Scoring in the neighborhood"

Annex 2

Short descriptions of some of the institutions/organizations mentioned in the study

- **CRIES** (The Resource Center for Ethics and Joint Initiatives) - is a non governmental organization from Timisoara which has as a purpose the development of a responsible economy and socially equitable society, promoting social co-responsibility and active social roles for all the members of the society, including the socially marginalized categories.
- **Menzis** - is a health insurance company that offers health insurance to both individuals and companies or institutions. It is one of the four largest health insurers in the Netherlands.
- **Parudimos** - is a non-governmental organization from Timisoara, that aims at improving the image of the Roma communities in the society and at reducing the prejudice against the Roma population.
- **ROC van Twente** - is a school for vocational and adult education in the region of Twente (Almelo, Hengelo and Enschede) where professional education and training courses are provided for the students and trainees.

Annex 3

Interview questions

In asking the questions during the interviews I took into consideration who is my respondent (if they are the initiators of the project, or just partners). The questions for the two cases (Berflo Es and Kuntz) were slightly different, since in Kuntz there have been some projects but not a concrete network type of project like in Berflo Es. Below is a list with the main questions.

1. What is the nature of the program "Scoring in the neighborhood"? What are its objectives?
2. Which actors are involved? Why did you/your organization/institution decide to join this project?
3. What are the advantages/disadvantages of being a partner in this network?
4. What is your role in the network? Is there a central actor in this network? What resource dependences can you mention?
5. Who is funding the project? For how long will it receive this fundings? Will it be enough as to reach its goal? In other words, what is the project's sustainability?
6. What is the target population? Who benefits from this project?
7. Which are the activities developed by this project?
8. How important is the issue of social inclusion in this project?
9. What is the intended result of the program? What does the program want to gain in terms of social inclusion?
10. How can the results of the program be measured?
11. Which factors/actors influence the results of this network governance?

12. How satisfied are you with the project in general, its activities and its outcomes until now?
13. How long does it take to create a strong, "productive" network if we take into consideration the resources needed and the trust that has to develop between the actors?
14. According to you, is this type of partnership effective? Why?