

# Bridging the distance to the labour market: The Social Return Professional



An assessment of the roles of municipal civil servants implementing Social Return in the procurement process, and what factors influence these roles.

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## ABSTRACT

In this research ten Social Return teams in Dutch municipalities and labour market regions have been investigated. Social Return teams can consist of one or multiple Social Return professionals, who are responsible for the implementation of Social Return practices by contractors in municipal procurement processes. These Social Return practices should provide people with a distance to the labour market a chance to re-integrate. The aim of this research was to deepen the understanding of the roles that these Social Return professionals take, what factors influence them and how these factors influence them. This was approached by combining insights from the role theory with additional insights from the contingency theory and public-private partnership literature. The conceptual model constructed from these insights was used to analyse the ten cases: a mix of small, middle and large municipalities and labour market regions throughout the Netherlands. The main question in this research was: *“What factors influence the range of roles that Social Return professionals take during the public procurement process in Dutch municipalities and labour market regions and how do they influence them?”*

In order to answer this question, first existing empirical and policy research was explored, after which a multiple-case study was used based on 10 semi-structured interviews. These cases were first analysed on the general occurrence of the roles, after which characteristics across cases were compared. Here, the conceptual model was leading as the analysis was divided into two phases: first the influence of procurement process was analysed, after that the influence of the municipality or labour market region was analysed. Based on the theory, five roles had been identified, as well as two types of factors: process-related factors and organizational factors. The findings showed that in practice, eight roles could be identified, and that for all identified factors, as well as one additional factor, possible causal mechanisms between the factor and one or more particular roles could be uncovered. However, the research could not confirm or generalize all of these influences. The findings followed insights from the role theory, as each Social Return team was found to have a range of roles that could fluctuate based on expectations. It was however also found that more empirical research, both qualitative and quantitative, is needed to substantiate the findings from this research.

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## 1 Introduction

In the whole European Union, there are over 250,000 public authorities that spend around 14 per cent of the total GDP yearly on the purchase of services, works and supplies (European Commission, 2019). This practice is called public procurement, which has been defined by the UNDP (2010) as the: *“overall process of acquiring goods, civil works and services, which includes all functions from the identification of needs, selection and solicitation of sources, preparation and award of contract, and all phases of contract administration through the end of a services’ contract or the useful life of an asset”* (p. 5).

Public procurement’s primary purpose is to fulfil the needs and demands of the public administration as efficiently as possible (Obwegeser & Müller, 2018). However, increasingly policy makers have been using the public sectors buying power as a way to support policy initiatives such as green and sustainable procurement, include more small- and medium sized enterprises (SME’s) and to promote innovation (Obwegeser & Müller, 2018). In 2011, the European Commission published the ‘Buying Social’ guide, which provides general indicators that help to integrate social considerations in public authorities’ tender procedure (Europa decentraal, 2017b). Throughout Europe, initiatives have been popping up that structurally include social considerations in public procurement procedures (Joseph, 2015).

One of these practices is a method called Social Return, which is only used in the Netherlands. Social Return (hereinafter: SR) is an instrument that is aimed at increasing the job opportunities for people who currently have a distance to the job-market (Kox & Dorenbos, 2018, den Hoedt, Schofaerts & Turmel, 2014). The ultimate goal of SR is the emergence of an inclusive job-market that gives room for labour participation of vulnerable people in society, so they can be as self-reliant as is expected from them in the current society (Kamer, Ijsselmuiden & Zafar, 2015). SR can incentivize companies to increase their corporate social responsibility (CSR), while governments also set the right example by using services from companies that already have high CSR standards (Smit & Brouwer, 2011). Despite the fact that all large cities and most municipalities in the Netherlands currently apply SR to their procurement contracts, they can implement it differently (PIANOo, n.d.). Because of this, a lot of different practices have emerged across the country.

### 1.1 Current research on Social Return

Academic research on the development, implementation and effects of SR is still limited (Yerkens & van Braken, 2019, Barraket & Keast, 2016, Lynch, Uenk, Walker, & Schotanus,

2016). Yerkens & van Braken (2019) published one of the first academic articles that focused specifically on SR. However, their research was limited to national parliamentary document analysis, as well as focusing on the idea behind the development and implementation of social procurement policies, instead of on the actual practices in SR at the local or regional level.

However, this is not the case for non-academic research, as quite a number of policy evaluations and recommendation reports have been published in the last five years (Kox & Dorenbos, 2018, Kamer et al, 2015, den Hoedt et al, 2014, van Emmerik, de Jong, Brouwer 2014). Important elements that are researched in these reports are whether people with a distance to the job-market are actually helped with the current policies (Kamer et al, 2015), what the differences are between SR implementation on a national level versus the municipal level (den Hoedt et al, 2014), the organizational differences between the SR departments (Kox & Dorenbos, 2018) and an assessment of the national state of SR implementation in municipalities (Brouwer, Smit, van Wijk & Zwinkels, 2010, van Emmerik et al, 2014).

## **1.2 Importance of the Social Return Professional**

In the conclusion of their report, van Emmerik et al (2014) emphasize the importance of the role of the governmental organization and the private contractor for the success of SR. Their respondents state that the role of the government should be amongst others to have a clear vision of the job market, to make the connection between the type of work field and the relevance of SR in that field, and to have internal consistency between procurement, SR professionals and the social domain (van Emmerik et al, 2014). Furthermore, Kox & Dorenbos (2018) recommend that municipalities should invest in their relationships with contractors, and that they should ensure a professional service for the implementation of SR. This requires conversations with the contractors and a clear communication hub, such as a SR coordination point (Kox & Dorenbos, 2018).

However, despite these recommendations and the acknowledgement of the importance of the role of SR professional, none of the reports really mapped out in depth the different roles that are currently taken by the SR professionals towards the contractor. More insights into this are highly relevant to the work field, as the practice of maatwerk (tailor-made agreements) brings new risks and opportunities for SR implementation in municipalities. This is partially because tailor-made agreements include more conversations between the government and the private contractor (Kox & Dorenbos, 2018), making the SR professional

more and more responsible, and the relationship between the professional and the contractor increasingly relevant for the effectiveness of SR.

### 1.3 Research question

Because of the importance of the role of the government and the private contractor for the success of SR, and the increasingly large responsibility that the SR professionals has on behalf of the government, the following research question will form the basis of this thesis:

*What factors influence the range of roles that Social Return professionals take during the public procurement process in Dutch municipalities and labour market regions and how do they influence them?*

To guide the thesis and provide structure to the answer, this research question can be divided into 4 sub-questions. The questions fall into two categories; the first aims to give general insights into the roles of SR professionals:

- 1. What roles can Social Return professionals take during the public procurement process?*
- 2. What factors influence the roles that Social Return professionals can take during the public procurement process and how do they influence them?*

The other two sub-questions aim to give insights into the roles of SR professionals in the Dutch municipalities and labour market regions:

- 3. Do Social Return professionals in different Dutch municipalities and labour market regions take different roles?*
- 4. What contextual factors influence the roles of Social Return professionals in Dutch municipalities and labour market regions and how do they influence them?*

The first and third sub-questions are descriptive, while the second and fourth sub-questions are more explanatory in nature. This shows the two-fold goal of the thesis. On the one hand, considering the limitation in current knowledge on the topic, this research aims to gain more insight into what roles professionals take and what the components of these roles

are. On the other hand, this research aims to find factors that can influence the roles of professionals and analyse the causal mechanism between the factor and the role.

#### **1.4 Relevance of the thesis**

This research aims to broaden the application of the role theory by assessing cases of relatively new and cross-sectorial civil servants: the SR professionals. On the one hand, it assesses what roles are taken by these professionals, which will contribute to existing knowledge on the roles of civil servants in processes like the procurement process. Next to that, it combines theoretical insights from the role theory with those from public procurement literature to identify factors that influence the roles. Through this, the thesis aims to assess the relevance of both the role theory, as well as insights from public procurement to thoroughly examine the implementation of policy aimed to achieve both EU and municipal social and labour market goals.

Furthermore, from a practical perspective the cases of the SR professionals are interesting because they are an example of civil servants who coordinate de-central practices of European Union goals and while doing this, operate in the cross-sectorial field of social goals and public procurement. These Dutch SR professionals are only one type of public official in Europe who implement and coordinate social procurement policy. Through the assessment of the SR professionals and their roles, this thesis hopes to show their relevance in reaching the goal of bringing people closer to labour market participation. Furthermore, it aims to show the complexity of their position, due to the number of roles that they take and their placement in the municipality and the procurement process. Through this, the thesis hopes to show the relevance of these positions, next to those of the ‘normal’ procurement officials.

#### **1.5 Structure of the thesis**

In this chapter the topic of the research has been introduced and defined and the relevance of the thesis has been discussed. In [chapter 2](#) of this thesis, the context of the case is further explained to prepare for [chapter 3](#); this chapter includes the theoretical insights that are relevant for the research, leading to the formulation of the expectations guiding the analysis. In [chapter 4](#), the choices behind the research design are explained and the methodology is discussed. After that, in [chapter 5](#) the results from the empirical research are presented and analysed, these are further discussed in [chapter 6](#). Lastly, in [chapter 7](#) a conclusion is formulated and recommendations are made.



## 2 Context of Social Return

As mentioned in the introduction, SR is a public procurement tool used in the Netherlands. To be able to thoroughly understand this tool, first its context must be understood. In this section, first the recent (lack of) academic perspectives on SR are discussed. Next, the emergence of SR and its practices on the European and Dutch level are explained.

### 2.1 Social Return as Social Procurement

According to Yerkens & van Braken (2019), SR is a type of social procurement. A broad definition of social procurement comes from Furneaux & Barraket (2014) as “*the acquiring of a range of goods and services by governments from private and nonprofit firms, with the aim of creating social value*” (p. 265).

A more narrow definition comes from McCrudden (2004) who states that social procurement has the intent to directly purchase a specific outcome, with an additional indirect social outcome embedded in the contract. Policies like social procurement have gained popularity among governments in recent years, especially in the Netherlands, Australia, Denmark, the United Kingdom and Ireland (Yerkens & van Braken, 2019, Erridge 2007, Barraket & Weissman, 2009).

McCrudden (2004) defines three specific goals that fall under social procurement:

1. Using public procurement to enforce anti-discrimination law in the context of employment, which is called ‘contract compliance’.
2. Using public procurement to increase the conception of distributive justice, an example of this is ‘affirmative action’.
3. Using public procurement to stimulate more entrepreneurial activity among disadvantaged groups.

SR is aimed at people with a distance to the job market, and thus it would fall under the third category of McCrudden’s goals for social procurement.

According to Yerkens & van Braken (2019), the idea behind SR as social procurement connects to the idea of an “enabling state”. Gilbert (2005) coined this term based on the late 20<sup>th</sup> century practice of welfare states to scale back governmental responsibility, and instead support social protection based on private initiatives. The reason that governments approach the goal of an inclusive labour market through the public procurement process is because they can demand employers to consider the added social value in their publicly funded project (Barraket & Weissman, 2009). At the same time, entrepreneurial activity among disadvantaged groups is stimulated in another manner; the

people that an employer is required to hire might be supplied training or education, which enhances their employability (Yerkens & van Braken, 2019).

## 2.2 Social Return as Sustainable Procurement

Although the academic research on social procurement gives interesting insights into the reason that governments use SR, it can be part of an even broader aim of the government organization. A concept used since 2011 and also covers social conditions and responsibilities (at least in the Netherlands) is Sustainable Public Procurement (Grandia, 2015). In this concept, aspects of social procurement are combined with green (environmental) procurement (McCrudden, 2004). Meehan & Bryde (2011) have defined sustainable procurement as: *“the acquisition of goods and services in a way that ensures that there is the least impact on society and the environment throughout the full life cycle of the product”* (97).

Similarly to social procurement, in the context of sustainable procurement, procurement is viewed as a policy tool, which can achieve desired outcomes in broader society (Meehan & Bryde, 2011). In recent years, the amount of academic research on the topic has significantly increased (Grandia, 2015, Appolloni, Sun, Jia, Li, 2014). However, most studies have focused on either the drivers and barriers to sustainable procurement, or its impact on the environmental, financial or operational performance of organisations (Appolloni et al, 2014). Under this broad umbrella, information on the social procurement aspect becomes significantly less accessible (McCrudden, 2004). Additionally, as social conditions and socially responsible production in public procurement tend to have separate implementation processes from green public procurement, scholars often exclude these factors from their research on the implementation of sustainable public procurement (Grandia, 2015). Thus, in academia, little attention is currently given to practices such as SR as part of the Sustainable Public Procurement literature. Interestingly, this is not the case when it comes to practical attention on a European or Dutch perspective. This will be discussed in the following paragraphs.

## 2.3 European perspective on Social Return

Although the main uptake of public procurement practices lies with local and national governments, the EU does play a significant role in determining in (social) procurement policies in the Netherlands through its EU Public Procurement Directive (Joseph, 2015). Since 2013, the Dutch Public Procurement Act states when European public procurement

procedure needs to be followed by business, local and regional authorities (Europa decentraal, 2017a).

Although SR is not literally mentioned in the EU context or in other member states, similar practices or even national laws do exist. For example, Italy has a law aimed at employing a certain percentage of persons with disabilities by both public and private authorities already since 1999, while there is a similar law in France since 2005 (Joseph, 2015). On a municipal level, in 2013, the Barcelona City Council has made a decree that lays down obligations for contracting bodies regarding ‘responsible public procurement’, which refers to social and environmental criteria in Spain (Joseph, 2015). Following this, social criteria have been increasingly included in EU Public Procurement Directive, thus slowly promoting similar measures in all member states.

### **2.3.1 EU Public Procurement Directive**

The current Public Procurement Directive (hereinafter: the Directive) entered into force in 2014, and Member States had until 2016 to integrate the Directive into their national legislation. The Directive does not oblige purchasing organizations in Member States to pursue the social and environmental goals they set out (Joseph, 2015). It does state that public procurement plays ‘a key role’ in the Europe 2020 strategy, a strategy for smart, sustainable and inclusive growth (Directive 2014/24/EU, 2014). Although EU legislation does not directly mention the practice of ‘SR’, it does lay out social criteria to contracts and mentions CSR (Europa decentraal, 2017b).

One example of these social criteria is set out in article 20 and recital 36 and considers reserved contracts in public procurement procedures, which are aimed to support professional and social integration of people with disabilities and disadvantages (Joseph, 2015). Another example of social criteria is mentioned in article 18.2 and recitals 37-40, stating that members states should make sure that possible contractors abide by EU social and labour legislation. There should thus always be a social clause in the procurement contract (Joseph, 2015).

### **2.3.2 EU influence beyond the Directive**

In October 2017, the European Commission adopted a new public procurement strategy, which aims to improve EU public procurement practices through collaboration with public authorities and other stakeholders (European Commission, 2017). Two of their six policy priorities could have an effect on SR policy in Dutch cities: ensuring wider uptake of

innovative, green and social procurement, and professionalising public buyers (European Commission, 2017).

The European Commission also funds programmes that aim to increase social procurement, such as the ‘Buying for Social Impact’ programme, which is commissioned by the Executive Agency for Small and Medium-Sized Enterprises (EASME) and the European Commission Directorate-General for Internal Market, Industry, Entrepreneurship and SME’s (DG GROW) (AEIDL, 2019). It aims to promote the use of social considerations in public procurement procedures and includes 15 Member States, among which the Netherlands (AEIDL, 2019). The project commenced in July 2018 and the first event took place in Italy on 26 February 2019 (European Network for Social Integration Enterprises, 2019).

## **2.4 Dutch perspective on Social Return**

As mentioned before, Dutch authorities follow EU procurement law when it comes to SR, and not a specific Dutch law (PIANOo, n.d) Despite this, the specific practice SR is a widespread phenomenon in the Netherlands, while it is not in other EU countries, this will be explained in following sections. After that, it will go deeper into the general interpretations of SR that municipalities can use, after which the organization is discussed.

### **2.4.1 Emergence of Social Return in the Netherlands**

SR is applied to procurement procedures by governmental organizations since the end of the 1990’s, mostly by municipalities (den Hoedt et al, 2014). For example, the city of Rotterdam started in 1996. However, it did not spread among all governmental authorities immediately. In 2006, SR was only implemented by 20 per cent of the local governments and the national government authorities. In the years after, the number rose considerably, in 2009 this was 62 per cent (Kamer et al, 2015).

From 2015, it has been implemented by more authorities and in more procurement contracts, as the *participatiewet* (participation law) was introduced. This law broadened the financial responsibility of municipalities to include several groups of people with distances to the job market. If municipalities manage to increase re-integration in the labour market it leads to less financial burden (Kamer et al, 2015).

Around the same time, most Dutch public organisations signed a manifesto for the years 2016-2020, called “Manifest Maatschappelijk Verantwoord Inkopen” (Manifesto Socially Responsible Procurement). This manifesto includes a chapter on SR (PIANOo, 2019). Participating in this manifesto is stimulated by the national government, but it only includes guidelines on sustainable procurement, and no regulations (Kox & Dorenbos, 2018).

The increased attention on SR from two different angles: increased responsibilities for municipalities stemming from the participation law, as well as an increased national (and European) focus on sustainable development and stimulating corporate social responsibility, has again put SR in the spotlight.

#### 2.4.2 Social Return obligation in a procurement contract

As has been mentioned before, SR is a tool that aims to oblige contractors who participate in governmental procurement procedures to invest in the reintegration of people with a current distance to the job-market (Kamer et al, 2015).<sup>1</sup>

The traditional agreement for SR takes the form of a contract requirement in the purchasing contract, which is also called the 5%-arrangement. This arrangement demands that the contractor spends 5% of the contract sum on SR (Europa decentraal, 2017b). The reason that this form is so widely used is that the concept of SR is based on the Social Return on Investment (SROI) technique. SROI is a performance measurement tool that understands, manages and reports on the social value that an organization creates (Millar & Hall, 2013). Being based on the principles of accountancy and cost-benefit analysis, SROI enables the social sector to quantify the impact value of their service delivery in monetary terms and compare it to the relative cost of achieving that value (Millar & Hall, 2013):

$$\text{SROI} = \frac{\text{Net Present Value of Benefits}}{\text{Net Present Value of Investment}}$$

Figure 1: Definition SROI (Millar & Hall, 2013)

In the Dutch SR practice, this means that the government organizations want their contractor to deliver a SROI of 5 per cent, regardless of the value of the contract. In case of a higher contract sum, the organization also demands a higher social benefit.

Although the 5 per cent-agreement is still widely used, other forms are used too, such as the building block method, which is a more extensive and specifies the type of jobs given, or the “prestatieladder social ondernemen” (performance ladder social entrepreneurship), which allows the contractor him or herself to determine whether he or she fits the norm (van Emmerik et al, 2014). Some governmental organizations choose an even broader interpretation of SR, where the contractor can choose to contribute to a societal goal instead of hiring people with a distance to the job market (Smit & Brouwer, 2011).

<sup>1</sup> The interpretation of having a distance to the job-market is generally defined as: people who cannot find a job without re-integration support (den Hoedt et al, 2014). Municipalities can define the target group themselves, but generally use the indication from PIANOo, found [here](#).

According to Kamer et al (2015), although different forms of SR can have different (short-term) effects, they all fall under the broader goal that motivates every municipality; the goal to create sustainable labour participation for an individual.

### **2.4.3 Organization of Social Return in the Netherlands**

Recent research of Kox and Dorenbos (2018) on the policy and organization of SR in municipalities and labour market regions showed that SR policy has strongly been developed in recent years. Municipalities have been professionalizing their implementation of SR, giving every municipality or region their own 'colour locale' (Kox & Dorenbos, 2018).

For the organization of SR, there is a clear difference between municipalities that execute SR themselves, and labour market regions that choose to tackle it together. The reason that some municipalities choose to cooperate on SR within the labour market region is often based on wishes of contractors for more uniformity and equal policy (Kox & Dorenbos, 2018). Another reason for cooperation between municipalities can be that they have already jointly organized their procurement (Kox & Dorenbos, 2018).

The 2014 research of den Hoedt et al found that positioning of SR in the organization is not always with the procurement department, it can also be done through a separate project organization. Other options are that SR is positioned with the employer service point, the work and income department or the social affairs team (den Hoedt et al, 2014).

The form of the SR coordination point itself also differs highly among municipalities and regions. There are municipalities with a separate department for SR, which includes different types of positions for professionals. Other municipalities might only have one or two professionals who are responsible and fulfil more positions. Regions often have a central coordination point, but these can be shaped differently.

Next to that, the amount of professionals within these teams or positions can differ highly. Some large cities have around ten people, while most municipalities have around one or two people (Kox & Dorenbos, 2018). Kox & Dorenbos (2018) state that this difference is dependent on the size of the municipality or region, and the amount of procurement procedures to which they apply SR. In some municipalities, they also apply SR outside of the public procurement process, which increase the volume of procedures and therefore the amount of professionals.

The above-mentioned organizational differences between municipalities and labour market regions regarding regional cooperation, departmental shape and positioning, and the

amount of professionals, show how much discretionary space municipalities have in their execution of SR.

#### **2.4.4 Role of municipality and contractor in Social Return**

Previous research has looked at the roles of the municipality, especially in relation to the contractor. The research of den Hoedt et al (2014) stated that focus groups of SR professionals mentioned that in the relation with the contractor, the municipality should provide clarity about the goal of SR, explain the possibilities for the contractor regarding SR and to make the role-division between the two parties clear. This requires good consultations with the contractor during the whole procurement process (den Hoedt et al, 2014).

In turn, the role of the contractor is to take responsibility and to act upon this by knowing the personnel need of the company, have relationships with other companies that can be of help, and to be aware of societal needs. More specifically, this can include job carving, striving for sustainable implementation of SR and coming up with alternatives if they cannot meet the agreement (den Hoedt et al, 2014).

#### **2.5 Summary of the chapter**

In this chapter, academic insights on social and sustainable procurement have been discussed that show how practices like SR are used by governments to achieve broader social and sustainability goals that they have become responsible for. After that, the role of the European Union in the emergence and stimulation of social procurement practices was explained. Lastly, the uptake of Social Return practices in Dutch public authorities has been discussed, in particular the organization of Social Return coordination, as well as the role of the government and the contractor. Insights mentioned in this context chapter will be used in the theoretical framework to interpret theoretical insights for the case of Social Return and to formulate detailed expectations of the findings in this research.

### 3 Theory

In the previous section, the context of SR was discussed, both academically as at a European and Dutch level. In the following chapter, a theoretical framework that provides insight into the roles of SR professionals is constructed, and expectations about the factors that influence this role are formulated. First, the linkage between the roles of the SR professional and his or her context is discussed. Second, theories providing insights into the factors influencing the SR professionals is discussed. The third section provides a deeper look into the range of roles that the SR professional can take. Lastly, a conceptual model is presented, after which expectations of the research are formed.

#### 3.1 The Social Return Professional

Role theory originates from theatre, where the concept used to refer to a part played by an actor or actress (Thomas & Biddle, 1966). Currently, it is a widely used concept in social sciences (Heikkinen, Mainela, Still, Tähtinen, 2007), which is used to understand the broad range of human behaviours (Thomas and Biddle, 1966). The ‘role’ concept is used in quite some studies on inter-organisational relationships and networks (Heikkinen et al, 2007, Keränen, 2017). For example, using insights of the role theory, Peters (2009) discussed how in recent years, changes in the organization of the civil service and the expectations of its civil servants have influenced the role(s) of civil servants.

The SR professional is a civil servant of the municipality or of a labour market region operating on behalf of multiple municipalities. However, the position of the SR professional as a civil servant is not a traditional Weberian one, with the emphasis on equality of services and the focus on files and rules (Peters, 2009). Instead, the previously mentioned increasing practice of tailor-made agreements is aimed at providing the opposite of equality; it aims to adapt policy to the wishes of the contractor, or private actor. According to Peters (2009), although the “old-fashioned” government based on the ideas of Max Weber received a lot of critique, it at least provided a common role as well as substantial predictability for civil servants.

In the current era of post-modernity, the civil servant has multiple roles that he or she can take. Throughout the week or the day, he or she must switch between these roles, or even fulfil two roles at the same time (Peters, 2009). Although his or her position in the organizational structure and policy area influences the amount of roles and the amount of change, almost all public servants do take on different roles (Peters, 2009).



When to take on which role is dependent on which roles are available to civil servants and which roles they choose to play. Which roles a civil servant chooses to play can be dependent on multiple expectations of that professionals' performance. However, some professionals might choose to keep to one role throughout their career (Peters, 2009).

From this same role theory perspective, Heikkinen et al (2007) state that the expected roles taken by the individual are more determined by their surrounding structure than their personal characteristics. Therefore, studying roles always requires studying the surrounding structure, as well as uncovering the abilities and behavioural expectations within the structure.

Following these insights, the context in which the SR professional behaves is expected to influence a set of roles taken by the SR professional(s). Looking at the research question *'what factors influence the range of roles that Social Return professionals take during the public procurement process in Dutch municipalities and labour market regions and how do they influence them?'* a few contextual factors can already be distinguished. SR professionals act in both the context of the municipality or labour market region organization, as well as in the public procurement process.

## **3.2 Factors influencing the Social Return Professional**

As mentioned in the previous chapters, there is currently no academic literature available that studies factors influencing roles of SR professionals within public procurement processes. Therefore, multiple theories and frameworks will need to be assessed to form expectations to the research questions. Firstly, the municipal organization as range of factors influencing the SR professional is considered. Secondly, the public procurement process as range of factors influencing the SR professional is considered.

### **3.2.1 The Municipal Organization**

The contingency theory claims that environmental characteristics shape the structure of an organization (Ford & Slocum, 1977). Thai (2004) is one of the first scholars who used this theory to study the organizational aspect of public procurement. According to Patrucco, Luzzini & Ronchi (2017), Thai's framework describing the functioning of public procurement is the most accepted.

He divides the functioning up in two levels: first, the public procurement system, and second the government framework and broader environment in which the system is embedded (Thai, 2004). The first level consists of four pillars of management of public procurement:

1. *The procurement organization*
2. *The laws and regulations behind procurement*
3. *The procurement workforce*
4. *The procurement process and procedures*

The second level describes how the government determines the public procurement system and that broader economic, cultural, legal, political and social environment of influence the system too (Thai, 2004). At the same time, Thai (2004) claims, the procurement system can also influence its environment and the government framework it operates in.

Patrucco, Walker, Luzzini & Ronchi (2018) have build upon these ideas of Thai and collected new insights on how the procurement department is organized, and which different levels can influence each other. These three levels are: the macro-level, the micro-level and the process-level (Patrucco et al, 2018).

The macro-level of the organization of public procurement is concerned with the status of the procurement department in an organization. This status is said to play a role in in the procurement's contribution to value-creation in an organization (Luzzini & Ronchi, 2016).

The micro-level of the organization of public procurement is concerned with the level of centralization of the department, thus whether all activities are under the responsibility of one unit (Johnston & Bonoma, 1981).

The process-level of the organization is concerned with how the process is executed within the different organizational roles involved in a department (Harland, Telgen, Callender, 2013). Harland et al (2013) state that external regulations and internal procedures are factors that influence this. Within the EU, these external regulations should not vary across public authorities, as they are mandatory in EU procurement law (Patrucco et al, 2018).

These different levels can also be distinguished for the organization of SR. For the macro-level, the status of the SR department in the organisation could be compared to the positioning of the department, which Kox & Dorenbos (2018) state is arranged in a few different ways in municipalities and labour-regions.

For the micro-level, the level of SR centralization could be compared to the amount of regional cooperation regarding SR coordination. Kox & Dorenbos (2018) found in their policy research that this influences the organizational role division.

For the process-level, the degree of decision-making authority, the span of control and the level of specialization might also differ among the (team of) SR Professional(s) in different cases.

### 3.2.2 The public procurement process

The SR professional takes on roles during the public procurement process. Based on the insights from the contingency theory discussed above, this process itself is also expected to influence the SR professional. Based on the information from the context chapter of this thesis, another important element during the public procurement process is the role of the contractor. Although the contractor is not a process factor, the type of contractor that is involved with the SR professional is dependent on the process. Therefore, in this section first the influence of the procurement process itself on the SR professional is discussed. After that, the influence of the contractor on the SR professional is discussed.

#### Phases of the process

To portray the public procurement process, the most commonly used model by scholars and practitioners is based on van Weele's approach (Grandia, 2015, Caldwell & Bakker, 2008). In van Weele's (2005) model, he described six activities, which can also be interpreted as phases of the procurement process. Figure 2 shows the visualization of this model:

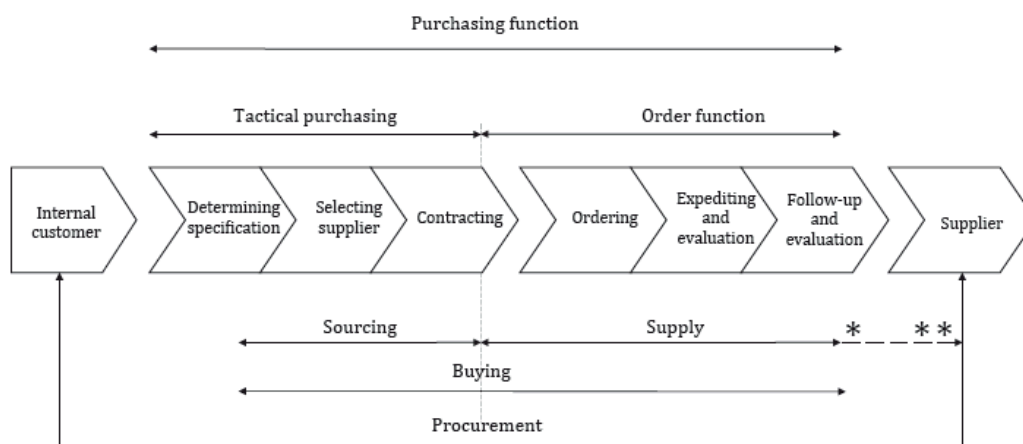


Figure 2: Procurement Process (van Weele, 2005)

The six phases that can be distinguished from this model are:

1. *Determining the specification of the purchase*
2. *Selecting the supplier*
3. *Contracting*
4. *Ordering*
5. *Expediting, follow-up and evaluation*

### *6. Managing the relationship between the customer and supplier.*

In most of these six phases, it can be expected that SR is included. According to van Emmerik et al's (2014) policy research, the first phase includes SR since most municipalities include SR demands in their procurement policy, which also influences the second activity of choosing the supplier. During the contracting phase, municipalities tend to have conversations with the contractors to determine the exact interpretation of SR and sometimes make more specific agreements (van Emmerik et al, 2014). During the ordering, expediting, follow-up and evaluation phase, governments often monitor whether the SR agreements are met (van Emmerik et al, 2014). The sixth activity is less relevant for SR, as the SR department does not manage the relationship between the buyer from the municipality and the private supplier.

These five different phases are expected to influence the role of the SR professionals, as they require different activities from the (team of) SR Professional(s). During the first phase, different activities might be expected from the (team of) SR Professional(s) than during the expediting phase. Following insights from the role theory in the first section of this chapter, these expectations could play a role in the SR professional's role choice.

#### *The contractor*

The concept of public-private partnerships (hereinafter: PPP) can be used to describe the relationship between the contractor and the (team of) SR Professional(s). Klijn & Teisman (2000) described public-private partnerships to be kind of sustainable collaborations between public and private actors in which joint products and/or services are being developed and in which risks, costs and benefits are shared.

Later research from Klijn & van Twist (2007) states that there are two different ideas underlying the introduction of PPP, which also lead to different management practices. The first idea behind PPP comes from New Public Management (hereinafter: NPM), which has been present in public administration since the 1980's (Klijn & van Twist, 2007). NPM argues that the private sector can work much more efficiently than the public sector; furthermore, the integration of different activities can lead to scale and innovation benefits. Other assumptions come from governance and network literature, claiming that collaboration between public and private actors can lead to better products or policy for complex societal issues. Collaborating, as well as sharing information and means can lead to innovative products and better coordination (Klijn & van Twist, 2007).

These different ideas behind PPP can also lead to different organisational forms. The first form of PPP is focused on contracts and making concessions, in which the relation is clearly defined by having a principal -the public party- and an agent -the private party-. The second form is more focused on coordination and organisation; this includes relationship which is based on finding connections and that practices joint decision-making (Klijn & van Twist, 2007).

Following these definitions, SR seems to be a hybrid form of both types of public-private partnerships. On the one hand, SR is implemented as an efficient way for governments to reach social policy goals and a contract is set up between the principal (SR Professional) and the agent (contractor), indicating a clear expectation that must be met. On the other hand, governments are open to new suggestions from private actors regarding the form of SR that will be implemented, and conversations are held to determine the final agreement between the parties. These practices fit more into the second form of PPS, based on governance and network ideas.

Based on these two ideas of public-private partnership, the (expected) role of the contractor would influence the role of the SR Professional. However, if the partnership appears in practice to be more like the first type of PPP, the role of the contractor is expected to influence the role of the SR professional less than if the partnership resembles more that of the second type of PPP.

### **3.3 The roles of the Social Return Professional**

In the previous section, the context of SR professionals has been discussed, which uncovered theoretical insights into how SR professionals can be influenced. However, these theories did not provide an insight into how these factors could influence the specific roles of the professionals. In this section, multiple roles identified by scholars in comparable situations are discussed to create an insight into the range of roles that SR professionals might have.

The decision to consider multiple scholars is based on Heikkinen et al's (2007) notion that insights from other scholars using role theory cannot simply be replicated in other context, but must be carefully examined and then adapted into the specific context of the study at hand. Therefore, after the roles from comparable situations are considered, the last paragraph of this section will determine which roles are expected to be relevant for this particular study.

### 3.3.1 Type of roles from a relationship development perspective

Keränen (2017) has applied role theory to understand the roles of professionals in the reinforcement of the development in PPPs. After categorizing and synthesizing role theory literature from a relationship development perspective, Keränen (2017) found three types of roles that are important for the development of a PPP:

#### *1. The relationship initiator*

This role regards the actor who formally connects the three parties together and creates the foundation for PPP development.

#### *2. The relationship builder*

This role fosters the development of PPPs and organizes activities that influence the trust between the actors. Through regularly exchanging knowledge with its partner, they reinforce mutual trust within the PPP.

#### *3. The relationship facilitator*

This role supports the development through knowledge sharing in the contracting phase and supporting the public procurement unit during the initiation of the PPP, while also influencing the trust and development of the PPP during the procurement implementation.

Keränen's (2017) research focused on PPPs with a triadic partnership relationship, which refers to professional public purchasers that play an intermediary role between individual public units managing procurement implementation, and private supplier organizations. According to Keränen (2017), these relationships emergence when the procurement is centralized. He furthermore states that centralized procurement entails the use of centralized framework agreements and is about the centralization of activities up to the completion of the central contract for the whole organization to use as well as the management of that contract (Keränen, 2017).

It could be argued that the SR Professional partially fits this description, as the SR process is not a self-contained partnership, but it is rather embedded within a complicated process of both public procurement and SR. The position of a SR professional could be considered the centralization of the SR task. In that case, the SR professional intermediates between the public procurement department, which wants the private organization to implement SR policy and the private organization. However, this might not be the case for all municipalities in the Netherlands, as SR departments are not always centralized and SR Professionals sometimes have double roles (Kox & Dorenbos, 2018).

### 3.3.2 Types of roles from a network management perspective

In the context of network management, Knight & Harland (2005) describe the roles that organizations can adopt when they manage supply networks. They conducted interviews with managers in the UK National Health Service (NHS), where strategic purchasing practices have been leading to loose networks of suppliers (Knight & Harland, 2005). They have identified six organisational roles:

*1. The Advisor*

This role provides both formal and informal advice to members of the network.

*2. The Information Broker*

This role collects, analyses and spreads information in the network.

*3. The Network Structuring Agent*

This role monitors and influencing the structure of relationships in the network, while having a perspective on the sector level.

*4. The Innovation Facilitator*

This role promotes innovation of both the product and the process.

*5. The Coordinator*

This role facilitates intra-network relations and communications, while also administrating inter-organisational activities.

*6. The Supply Policy Maker or Implementer*

This role both determines and implements policy for the supply structure and puts that policy into practice.

Similarly to the SR process, this research focused on strategic purchasing practices within the context of public procurement. However, Knight & Harland's (2005) research focuses on a network, instead of a public-private partnership with one supplier that is the case for tailor-made agreements in SR. Therefore, the role of network structuring agent is unlikely to part of the role of the SR Professional.

### 3.3.3 Types of roles from a value co-creation perspective

Within the context of triadic business service relationships, Nätti, Pekkarinen, Hartikka & Holappa (2014) look at the roles that different parties play in value co-creation, with special attention to the intermediary role. Value co-creation means that the value is not produced by just the suppliers (contractors) but mainly by the customers (government organization), while a range of network actors contributes to the process (Nätti et al, 2014). Using the case of a

property maintenance firm, a property manager and an end customer, they found two roles for the intermediary (the property manager):

*1. The Value Co-creation Facilitator*

The role includes three tasks: first, using a range of processes to make the process, roles and goals visible to the actors in the triadic relationship. Second, to speed up the service processes. Third, to spread the word using co-marketing.

*2. The Conciliator*

The role includes taking an active role in service recovery situations.

Similarly to the research from Keränen (2017), these roles are based on a triadic relationship, as well as the context being a property maintenance firm. However, an element in this case that is not present in the research of the other scholars, is that these roles aim to co-create value, which does fit the objectives of SR. In the case of SR, governments and contractors work together to create opportunities for people with a distance to the job-market. SR professionals do not expect their procurement contractors to come up with opportunities and find these people, but they support contractors through providing options for the completion of SR, as well as providing possible people to hire (Kox & Dorenbos, 2018).

### **3.3.4 The range of roles of Social Return Professionals**

The roles mentioned in the theory section all contain useful elements in the context of SR, while also including some elements that might not apply to all cases of tailor-made agreements. These elements are mostly concerned with the amount of actors that are involved in the SR procedure, which is highly fluctuant between different municipalities in the Netherlands according to previous research (Kox & Dorenbos, 2018, van Emmerik et al, 2014).

Taking this into consideration, as well as the overlap that the roles indicated by the previous scholars already have, the possible roles that SR professionals can take during the application of tailor-made agreements in SR processes are:

*1. The Social Return Initiator*

This role starts the SR process and reaches out to the other actors involved in the SR process.

*2. The Advisor and Information broker*

This role provides both formal and informal advice to the actors in the involved in the SR process based on the information that it has collected on SR.

*3. The Fulfilment and Value Co-Creation Facilitator*



This actor promotes different and innovative options for the private actors fulfilment of SR.

*4. The Coordinator*

This role facilitates communications between the different actors in the SR process.

*5. The Social Return Policy Implementer*

This role both determines and implements the SR policy that is used by the municipality.

**3.4 Theoretical Framework**

In the previous chapter, theories have been introduced that guide the search for the key explanatory factors that influence the roles of SR Professionals, as well as a theory that can be used as a lens to define and structure these roles. In the following section, first a conceptual model is introduced that has combined the insights of the theory. After that, expectations are formulated based on this conceptual model and more practical insights from the context chapter of this thesis.

**3.4.1 Conceptual Model**

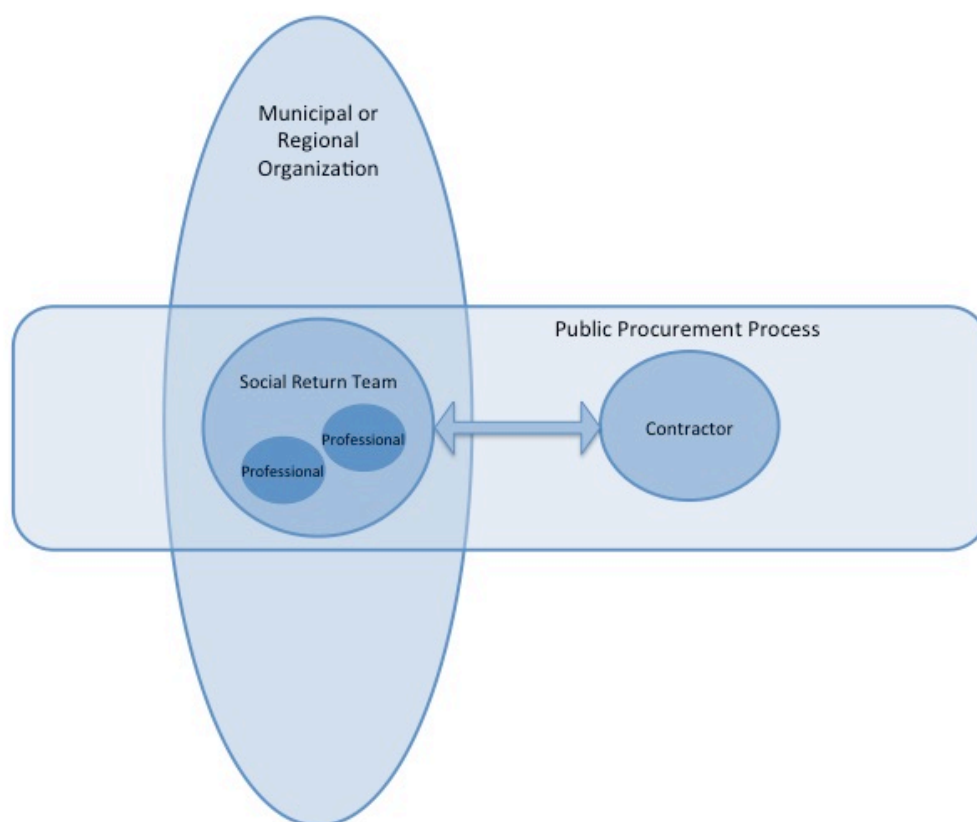


Figure 3: Conceptual Model

As can be seen in the model, two types of contexts influence the SR team and its professionals. The first context is the public procurement process in which the SR professionals operate. The contractor also operates in this context, but not in the municipal organization. During the public procurement process, the SR team and the contractor interact and are expected to influence each other. The second context is the municipal organization, which is not only expected to influence the SR team, but also the public procurement process.

The model visualizes expectations about the factors influencing the SR Professional. Following insights from the role theory, these factors are also expected to influence the roles that the SR Professional takes. However, there is a difference between the two contexts. The first context, the public procurement process including the interaction with the contractor, changes for every procurement process that a SR team is involved in. The second context, however, only changes per municipality or region. It is therefore expected that only factors of the municipal or regional organization are related to differences among the set of roles SR Professionals can take per municipality or region, while factors regarding the procurement process and the contractor cannot be related to changes among the municipalities or regions.

### **3.4.2 Expectations of the research**

In the above section, some expectations are already mentioned based on the conceptual model. This thesis will focus on examining two expectations that will answer the two exploratory sub-questions of the thesis. The expectations are partially based on the conceptual model and more specific practical insights from the context chapter of this thesis.

#### ***Sub-question 2: What factors influence the roles that Social Return professionals can take during the public procurement process?***

Expectation 1: The role of the (team of) Social Return professional(s) is related to factors during the procurement process. For example, it can be expected that the phase of the procurement process and the role of the contractor influence whether the Social Return professional takes a particular role.

#### ***Sub-question 4: What contextual factors influence the roles of Social Return professionals in Dutch municipalities and labour market regions?***

Expectation 2: The roles of the (team of) Social Return professional(s) in municipalities and labour market regions are related to organizational factors of the municipality or labour market region. For example, it can be expected that the regional cooperation, departmental

positioning and number of Social Return professionals influence whether the Social Return Professional takes a particular role.

### **3.5 Summary of the chapter**

In this chapter, multiple theoretical insights have been applied to the context of Social Return professionals, which lead to the formulation of two expectations that will further guide the empirical part of the research. Insights from the role theory guide these expectations, with additional insights from the contingency theory and literature on PPPs. More specifically, roles have been constructed using examples from research within the context of role theory and PPPs, network management, procurement and/or value co-creation. This broad approach is expected to allow for an inclusive study of the roles of Social Return professionals. In the next chapter, the operationalization of the empirical research and its limitations are discussed.

## 4 Research Design and Methods

To test the conceptual model from the previous paragraph, empirical research is needed. The following chapter describes the methodology of the research, in order to ensure transparency and explain the choices for each method. In the first section, the choice of research design is elaborated upon. In the second section, the case selection is explained. The third section discusses the data collection methods used in the thesis. The fourth section explains the operationalization of the theory in the theoretical framework. Lastly, the fifth section discusses the method of analysis.

### 4.1 Research Design

In the following section, the choice of research design is explained in detail. First, the broad choice of qualitative research for this thesis is discussed. Second, the choice of conducting a comparative analysis is explained. Lastly, the choice of doing a most-similar systems design is discussed. Throughout this section, strengths as well as limitations stemming from the choice of research are discussed.

#### 4.1.1 Qualitative Research

Research methods can be roughly divided into two types: qualitative and quantitative, which both have specific characteristics that match with a certain goal or research question (Boeije, 2005). In this particular research the aim is to describe and explain how factors influence the roles of SR Professionals in the public procurement process. There is a number of reasons why this goal is best reached using a qualitative method.

Firstly, the academic research on the role of professionals in public-private partnerships and procurement processes is very limited, as well as insights on the more specific topic of SR. There is limited theory at hand, and therefore different theoretical insights had to be used to construct a conceptual model. For example, the contingent model of procurement organization of Patrucco et al (2018) is used to identify possible factors, but it does not give much insight into the specific causal relation between the factors. Next to that, there is little empirical knowledge about the roles of public professionals and their role divisions. Because of this lack of research, it is not possible to form theoretical hypotheses that can be tested using empirical analysis. The qualitative method, which uses literature to formulate a research question as well as guiding expectations (Boeije, 2005), therefore fits this thesis.

Secondly, the existing academic insights from public procurement research showed that public procurement processes are highly context dependent. According to the role theory, this is even more so the case for the roles of SR professionals. Because SR is embedded in the public procurement process, as well as being part of social policy, it can be influenced by a multitude of factors, beyond those that can be identified in this thesis. The qualitative method allows for taking these contexts into account and identifying possible alternative key factors. This is because it does not study an artificial situation or model, but asks about real-life experiences. However, limitations remain considering the scope of this research; the factors studied are chosen based on previous empirical research, but it is possible that other factors also play a role that have not been identified. Although this research aims to find additional factors during the empirical research, the findings of this thesis are not expected to identify the full range of factors.

Lastly, a qualitative method matches with this thesis because it researches roles that might not always be formally taken by the professional, or that should be taken but are not taken by the professional. Using a qualitative method allows for going beyond official role or task descriptions of the professional and ask further questions when a professional is unclear or unsure about their role. However, there are again limitations considering the extent to which these nuances can be found, these limitations are further discussed in the coming paragraphs.

#### **4.1.2 Comparative Analysis**

This qualitative study is set up as an inductive small N comparative design. Using an inductive design means that the research does not start with an hypothesis, but first with a set of cases, to search what can be learned from the cases at hand (Toshkov, 2016). The small N comparative design is a hybrid between the within-case analysis and cross-case comparison; this means that detailed studies of each individual case are combined with cross-case evidence (Toshkov, 2016).

An important strength of this design is that the within-case findings might uncover the causal mechanisms through which the causal relationship works (Toshkov, 2016). Uncovering the causal mechanisms is highly relevant for this thesis, as there is currently no theory that has clearly formed hypothesis about how the different factors influence the roles of SR Professionals. On the other hand, a large challenge of this design is that the density and contexts the qualitative data make comparisons between the cases difficult (Toshkov, 2016). Again, this challenge will affect the research, as each case has a lot of context, due to the how

the (team of) SR professional(s) is embedded in both the municipal organization, as well as the procurement process.

#### **4.1.3 Most Similar Systems Design**

An important element of the small-N comparative research is the selection of cases to study and the selection of variables to observe (Toshkov, 2016). For this research, the Most Similar Systems Design (hereinafter: MSSD) is chosen. This design is the best fit for the research because the outcomes are unknown. For the MSSD, it is important that the key explanatory factors vary, while possible confounding factors remain constant (Toshkov, 2016).

During this research, the explanatory factors are not completely clear either, however, there is a focus on the types of factors: process-factors and organizational-factors. As the identified process-level factors are not expected to vary among the cases in the Netherlands, these will remain constant and thus do not have to be considered for the design. However, for the organizational factors that are expected to vary, the aim is to have as much variety as possible. Factors that have to remain constant are other contextual factors, how they were selected to remain constant is discussed in the next section, the focus of the research.

## **4.2 Case Selection**

In the next section, several aspects of the case selection are discussed, starting from the selection of country and ending with the selection of the specific participants. First, the focus of the research is explained. Second, the selection strategy is discussed. Lastly, the unit of analysis is elaborated upon. Throughout this section, the reasons behind each choice are mentioned, as well as the limitations and possible risks of each selection method.

### **4.2.1 Focus of the research**

Although this case researches the execution of European policy, the cases focus lies on Dutch municipalities and regions. There are multiple reasons for why this focus is chosen for the thesis:

Multiple academics in the public procurement field state that the differences between the conditions within countries which affect the management practices make results difficult to generalize internationally, which is why most scholars choose to focus on a specific country level instead of taking a comparative approach (Patrucco et al, 2017, Telgen, Harland & Knight, 2007). Because of the scope of this research and the data collection method of conducting interviews, it is the most feasible to pick the Netherlands as a focus for the cases. Furthermore, as previously discussed in the context chapter, governmental authorities in the

Netherlands share the same goals for SR. Most of them have also signed the Sustainable Public Procurement Manifesto, which means that they have similar plans for the execution of SR. By selecting cases from the Netherlands, these important contextual variables are kept constant among the cases. A limitation of selecting the Netherlands is that only one type of social procurement official is included, which reduces the generalizability of this research, as other types of social procurement professionals are not considered and compared.

The choice for local governments is made because of their significance when it comes to SR. Not only do municipalities represent a large portion of the tenders (Tendered, 2018), they have also served as examples in implementing SR in their procurement processes. For example, the city of Rotterdam started with this practice in 1996, followed by The Hague and Utrecht in 2007 (Den Hoedt et al, 2014). Meanwhile, the national government only implemented SR in their procurement policy from 2011 onwards (Den Hoedt et al, 2014). As mentioned previously in the context chapter of the thesis, labour market regions will also be a part of the case selection, as these represent the municipalities working together on SR.

#### **4.2.2 Selection strategy**

For this research, it was chosen to include ten cases. The reason for this is the expected large variety among the cases in the Netherlands, as was identified in the context chapter. Picking fewer cases would result in less variety among the cases and thus decrease the external validity of the research. External validity refers to the extent of generalization of the findings in a broader context (Yin, 2013). Although a larger case selection would even further increase external validity, this is not feasible considering the scope of this research. As mentioned in an earlier section of this chapter, the qualitative focus of this research requires a small N, which will allow for a deep analysis in which unpredicted insights might also be considered. Because of this limited external validity, this research will not draw conclusions reaching outside of the context of Dutch municipalities and labour market unions.

Because many municipality and labour market regions do not make their organizational factors public, it was chosen to select cases based on the cases used for a recent research on SR policy by Kox & Dorenbos (2018). They selected their cases based on a variation in size of municipalities and variation in type of regional cooperation. One factor that they kept constant is that the cases they chose all actively apply SR. This brings another risk of selection bias, which could be that the approached cases are very open to participate in a research, because they are doing well. This adds another limitation to the research, as roles

of SR professionals in less active municipalities and labour market regions might differ from those in active organizations.

During the research, however, not all contact persons of the cases in the Kox & Dorenbos (2018) research were available for interviews. Therefore, two of their cases were exchanged for two new cases. One of the new cases was found due to the snowball effect, as a fellow respondent suggested to interview her. Another case was found through an on-line search in the same labour market region as the municipality that could not be reached. The two swapped cases both have somewhat similar organizational characteristics as those that are not removed. Regarding size, a middle-sized city (Eindhoven) is replaced by another middle-sized city (Zutphen and Lochem), and a smaller municipality (Bunschoten) is replaced by a cluster of small municipalities (the HVW-region). Regarding regional cooperation, Bunschoten and Zutphen are similar, and Eindhoven and the HVW-region are part of the same region. The final list of cases can be found in appendix 1.

#### **4.2.3 Unit of Analysis**

The unit of analysis is the SR team of a municipality or labour market region. In some of the cases, this team can include ten professionals, while in other cases this can be only one professional. To be as consistent as possible, for each case only one interview is held with a member of the SR team, who is asked about the roles of professionals throughout the team. However, this does threaten the internal validity of the research, as one professional in a larger team might make statements that other members of the team would not recognize. Internal validity refers to the extent to which conclusions can be made about the relationship between the independent and dependent variables (Yin, 2013).

Another risk of this choice of respondents is that the findings will not include the perception of the contractor and fellow colleagues on the role of the professional and whether they actually take them. This brings about another limitation in the validity of the research.

The relevant populations for this research are those similar to the unit of analysis in this research: all SR professionals working in a Dutch municipality or labour market region, who fall into the categories of regional cooperation, departmental positioning and number of SR professionals that were identified based on the cases used in this research.

### **4.3 Data collection**

In this thesis, two methods of data collection are used, divided over two phases. The first, exploring phase, consists of studying existing empirical (policy) research. The second,



research phase, consists of semi-structured interviews. In the below figure, the phases and methods of data collection are visualized.

Phase	Data collection
<b>Phase 1: Exploring phase</b>	-Studying policy research and documents
<b>Phase 2: Research phase</b>	-Semi-structured interviews (10)

### Phase 1: Exploring phase

This phase is used as preparation to the research phase. This is important, as SR is a quite specific concept and detailed knowledge of the topic is not only necessary to identify possible factors influencing the roles, but to also become familiar with the a language and abbreviations that might be used by SR professionals during the interview.

During the exploring phase, multiple empirical policy studies and policy documents of municipalities and regions are used to develop more understanding of the context of the cases and to give practical insights to the theoretical expectations. In this phase, three important steps are taken for this thesis: firstly, insights from the policy research are used to provide practical examples for the theoretically found expectations. Secondly, the information from the research is used to construct the operationalization of the factors that will be discussed in the next paragraph. This operationalization is then used to formulate questions leading the semi-structured interviews, which is used in the second phase. Lastly, information from the policy documents and research is used to find participants for the semi-structured interviews. As these SR professionals are often part of a formal coordination point and do not have their contact details publicly available, this research is crucial in providing possible contacts that could lead to participants in the interviews. Next to that, the policy documents gave insight in the context of each possible case, allowing for a diverse case selection.

A risk of this is that the findings from empirical policy studies can create a tunnel vision when it comes to the factors that influence SR professionals and the roles they take, for both the researcher as well as the respondents who could have also read these policy studies.

### Phase 2: Research phase

In the second phase, ten semi-structured interviews are held with SR professionals. During a semi-structured interview, the interview is conducted using a topic list (van Thiel, 2007). Prior to these interviews, part of the topic list is send to the participants, together with a consent form for the use of the data collected during the interview. The other part of the topic list is introduced during the interview.

The choice of using interviews in general to collect the data for this thesis is made because interviews allow for follow-up questions, as well as offering the participants the possibility to give information beyond the questions, which is expected to help to identify and clarify their roles. The choice for semi-structured interviews in particular is made to be able to systematically compare all ten interviews to each other, and allows for generalization among the previously determined questions. The questions on the topic list are constructed based on both previous empirical research as well as academic theory, and are further discussed in the operationalization paragraph. Next to that, during the interview respondents are also asked open-ended questions regarding the roles and the factors influencing the role, allowing for additional findings beyond the topics introduced by the researcher.

However, through the process of interviewing, the researchers knowledge on the topic and the roles increases. This might lead to some different results in the interviews as sharper follow-up questions may be asked in later interviews, while more subconscious prompting may also occur. This risk should be considered in the analysis if results from earlier interviews significantly differ from results in later interviews.

The choice of only sending part of the topic list to the participants is made to avoid socially desirable answers during the interview when it comes to the specific roles. In the topic list that is send to the participants, a question is included about their own function and role, but it does not mention the theoretically identified roles yet (appendix 2). Because it is expected that not all roles might be filled, the choice is made to only show the role options right at the moment when the answer was expected, to increase the chance of an honest answer. The risk with this is that either they or a colleague does fill the role, but that they simply do not remember during the interview.

All interviews are recorded and notes are taken. Unfortunately, the audio recording of one of the respondents (respondent 11) has faltered, leaving only the notes of the interview. After the interviews, additional information that is connected to the research questions is added to the existing notes, as well as literally transcribing quotes that give an insight into some general findings, or countered general findings. To also include the interview from respondent 11 in the analysis, her statements are added based on the notes taken, thus not literal transcriptions. This limits the accuracy of the analysis, therefore only statements are included that are clear and straightforward.

After that, the data is combined in tables and the analysed, which will be further discussed in the last paragraph of this chapter.

#### 4.4 Operationalization of the concepts

For each of the researched concepts from the conceptual model, an operationalization can be made based on the theory and previously used operationalization in other empirical non-academic research. This is done to increase construct validity, the extent to which the respondents interpret the identified roles and factors in a similar way. Firstly, for each of the previously identified roles an operationalization is given in based on the insights from role theory, on which interview question(s) are based. Secondly, for the contextual factors an operationalization based on the empirical research of Kox & Dorenbos (2018) is given, which is also used to formulate interview questions and structure the analysis of the results.

##### 4.4.1 Operationalization of the roles

Table 1 presents the title of each role, the definition that was constructed in the theory section, and the interview question that has been formulated based on the definition.

Role	Definition	Interview question
<b>1. The Social Return Initiator</b>	This role starts the Social Return process and reaches out to the other actors involved in the Social Return process.	Does the municipality initiate the contact between the Social Return Professionals and the contractor after the tender is awarded? If yes, who takes this role?
<b>2. The Advisor and Information broker</b>	This role provides both formal and informal advice to the actors involved in the Social Return process based on the information that it has collected on Social Return.	Does the municipality advise and inform the contractor and other actors about the Social Return process? If yes, who takes this role?
<b>3. The Fulfilment and Value Co-Creation Facilitator</b>	This role promotes different and innovative options for the private actors fulfilment of Social Return.	Does the municipality promote or offer innovative options for the contractors Social Return fulfilment? If yes, who takes this role?
<b>4. The Coordinator</b>	This role facilitates communications between the different actors in the Social Return process.	Does the municipality coordinate between the different actors and the contractor in the Social Return process? If yes, who takes this role?
<b>5. The Social Return Policy Implementer</b>	This role both determines and implements the Social Return policy that is used by the municipality.	Does the municipality write, update and implement new Social Return policy? If yes, who takes this role?

Table 1

#### 4.4.2 Operationalization of process-related factors

Based on the theoretical insights of the contingency theory as well as insights in public-private partnerships, the process-related factors are operationalized in table 2 below. As these factors are bit more broad than the previously operationalized roles, for each factor multiple indicators are added that will guide the interviews and other forms of data collection and formed the bases for the interview questions, and possible follow-up questions. These indicators will make comparing the different cases easier and increase accuracy.

Process Factor	Description	Indicators	Interview Questions
<b>1:Phase of the procurement process</b>	Clearly distinguishable activity that is part of the procurement process and has a specific time-frame after which another clearly distinguishable activity starts	-Phase of the procurement process -Activity in the procurement process -Part of the Social Return process -Moment in the procurement process	Does your role change in different phases of the procurement process?  Per role: When in the process do you take on this role?
<b>2:The contractor</b>	The person or company who execute an assignment from the public organization following a tender including Social Return	-The employer -The contractor -The private actor -The client (of the Social Return department) -The stakeholder	Are there differences in the contact between the contractors/employers?  Per role: Does the contractor influence this role?

Table 2

#### 4.4.3 Operationalization of the organizational factors

The organizational factors are operationalized based on indicators from Kox & Dorenbos (2018) in table 3 on the next page.

Organizational Factor	Description	Indicators	Interview Questions
<b>1:Regional Cooperation</b>	Cooperation on or joint organization of the Social Return policy and/or execution among municipalities in a region.	<ul style="list-style-type: none"> <li>- Harmonization of Social Return Policy</li> <li>- Harmonization of Social Return Execution</li> <li>- Regional meetings of Social Return professionals</li> </ul>	<p>How do you cooperate regionally on Social Return?</p> <p>Do you share the Social Return policy with other municipalities in the region?</p>
<b>2:Departmental Positioning</b>	The department in the municipal or regional organization that is (mainly) responsible for the execution of Social Return.	<ul style="list-style-type: none"> <li>- Social Return organized by an external organization that is hired by the municipality</li> <li>- Social Return organized within the procurement department of the municipality</li> <li>- Social Return organized within the work and income department of the municipality</li> </ul>	<p>How are you and your colleagues in the Social Return team positioned in the municipality or region?</p> <p>Under which organization, department or division are you employed?</p>
<b>3:SR professional</b>	The number of Social Return professionals in a Social Return department	<ul style="list-style-type: none"> <li>- The number of professionals specifically focussed on Social Return</li> <li>- The number of professionals who are part of the Social Return department</li> </ul>	How many colleagues do you have within the Social Return team?

Table 3

#### 4.5 Data Analysis

As mentioned before, notes are taken during each interview and an audio recording is made. These notes and the recordings form the basis of the analysis of this research. The analysis is done in two phases, which are based on the sub-questions of the thesis. To provide the context for each case before the analysis, appendix 3 includes information about each professional in the Social Return team and the organizational characteristics of each case.

### **Roles of the Social Return Professional Phase**

First, the roles and their descriptions are analysed. For each role a few indicative words are constructed, which are used to search for statements in the notes taken from the interviews. These statements are collected per role, and generalizations are made from these statements. An overview of these indicative words can be found in appendix 4.

Then, the interviews are analysed for whether the respondents mentioned additional roles. Those statements are also collected, and if more than half of the respondents has mentioned similar roles or has given a similar description of the role, a new role is identified. Following this, for each identified role and the collected statements on the role, a search is done using the indicative words of the process-factors. Statements that included these words are analysed based on context, and generalizations are made among the respondents.

Throughout this process, the indicative words are adjusted to ensure that all respondents' mentions of a role and a possible factor influencing the role are included. To increase the reliability of the research, in the results section, specific quotes are added to the description of each role, as well as the description of each factor influencing the role. Reliability refers to the extent to which it is possible to reconduct the research and whether this will lead to the same conclusions (Yin, 2013). Using quotes makes it easier to see what the analysis and findings have been based on, and when they were mentioned during the interview. In appendix 5, a table is included with the translation of each quote used throughout the analysis.

### **Roles of the Social Return Professional in municipalities and labour market regions phase**

In the second phase of the analysis, the roles and the description of the roles that are redefined after the first phase are used as a starting point. After that, the analysis takes place in three steps:

Firstly, it is counted which roles take place in each municipality. If a role has not been discussed in the interview, it is marked 'not sure'. If a role is clearly indicated to not occur in the municipality, it is marked 'no'. If a role is indicated to be taken by a professional in the municipality, and the respondent mentions this professional, it is indicated 'yes'.

After that, an overview is made of which professionals were indicated to take which role. An overview of that can be found in appendix 6. As this overview is not generalizable, due to differences in the names of positions in each case, the roles are coded. The coding of the roles is presented in two tables in appendix 7. During each interview, the respondents are asked which professionals are parts of their SR team. Those positions are coded: SR

professional. All other positions are coded: Non-Specialized professional. After that, it is analysed whether a SR Professional (jointly) takes on a role. This analysis is then used to generalize the findings from the cases.

Lastly, statements regarding the organizational factors are analysed. Again using the indicative words, statements are collected and if possible, generalized. Those findings are then compared to statements about the influence of these factors on the roles of SR professionals.

#### **4.6 Summary of the chapter**

In this chapter, the choices behind the research method, case selection, data collection and analysis have been explain and the limitations and risks of that these choices bring have been identified. The operationalization, as well as the information from the appendices about these interviews will be used in the next chapter to display and analyse the results from the interviews.

## 5 Analysis of the Roles of the Social Return Professional

The interviews with the 11 respondents in the 10 researched cases provide an interesting collection of results. As the amount of results is too high to all be discussed in just this chapter, in appendix 3, a short summary of each interview is given, with a special focus on the contextual factors discussed per case.

This chapter is divided on the basis of the four sub-questions and their focus. In the first section, the roles of SR professionals are described and the factors expected to influence these roles are analysed. In the second section, differences between the roles of SR professionals among the cases are described and the factors expected to influence these differences are analysed. Throughout the chapter, additional insights from the interviews are mentioned, and if needed, the analysis is adapted to fit these insights.

### 5.1 The Roles of the Social Return Professional

During the interviews, more insight was obtained into the roles of SR Professionals. In the following section, each role will be thoroughly discussed and its title and description revised if necessary, based on the information gained from the interviews. For each role, after it has been described and insights from respondents on the role have been discussed, the previously identified process-related factors are also discussed and are analysed on whether they influence that role, and if so, how.

#### 5.1.1 The Social Return Initiator

The previously identified definition of this role is that *‘this role starts the Social Return process and reaches out to the other actors involved in the Social Return process’*. All respondents recognized this role and stated that their organization can take this role.

When this role is taken by the organization, it consists of handling the task of making contact with the contractor through telephone or a letter and inviting the contractor to a startgesprek (initiation conversation) about the implementation of SR. Respondent 1 states about the situation in Rotterdam:

*“Imagine that you are contracted to provide 40 kilometres of sewage pipes, then you receive a letter and an appointment with an account manager”* – Respondent 1 (Rotterdam)

With this statement, the respondent explains that in Rotterdam, they send a letter to indicate that the SR is starting, and immediately set up the appointment for the initiation conversation with the account manager.



The other actor involved in the initiation conversation is always the contractor, but can also include other professionals of the municipality that the SR professional thinks could be useful during the process (R3, R5, R8&9, R10, R11). In the case of Amsterdam this is the contract manager, as respondent 11 states:

Contractors should contact the Social Return bureau; if they do not do this, the contact is initiated through the contract manager. We often hold the conversation with the contractor together. – Respondent 11 (Amsterdam)

Although the respondent does not specifically state why the contract manager is invited to the conversation, the statement shows that the contract manager plays an important role in the contact initiation phase, as they are also responsible for connecting the contractor to the SR team if the contractor does not initiate this him or herself.

#### *Phase of the procurement process*

There was consensus among the respondents regarding the phase of the procurement process in which this role is supposed to be taken, which is right after the tender is awarded to a specific contractor. Using van Weele's term, this is the first part of the ordering phase. In some cases there even is a specific time frame included in the procurement contract, which is 7 days after the contract is awarded (R2, R5, R6, R7, R8&9).

However, this is only the case in the ideal situation, when the SR professional is actually aware that the municipality awarded a tender including SR. A few respondents state that this is not always the case for them, which can lead to having to contact a contractor later in the procurement process (R4, R5, R6, R8&9). Respondent 6 gives the following answer to the question whether she contacts the contractor:

*“In Zutphen there are 67 budget holders [...] what makes it difficult is [...] that often, a tender including Social Return is sent out but I am not made aware of it.”* – Respondent 6 (Zutphen)

This statement shows why the SR professional cannot always take the role of contact initiator at the beginning of the process, as he or she might not be aware of the existence of the tender itself.

#### *The role of the contractor*

However, there are some large differences in the flexibility of this role, as part of the respondents state that they always take this role as public actor (R1, R3, R4, R10); others mention that they initially expect the contractor to initiate contact, but that in case of no initiation from their side, the municipality will reach out themselves (R2, R5, R6, R7, R8&9).

In this second group of cases, whether the role is taken is dependent on the actions of the contractor. Respondent 2 explains how this process works in Friesland:

*“The contractor has agreed to the obligation to initiate contact with the account manager within seven days [...] The account manager do see when a tender has been awarded and they have not been called, in that case they follow-up on it, but in first instance the obligation lies with the contractor themselves” – Respondent 2 (Friesland)*

#### **Accuracy of the theoretical role**

Based on the reactions of the respondents to the role in the interview, the theoretical role and its definition are deemed accurate in practical circumstances as well. Therefore, this role and its operationalization remain useful for further analysis.

#### **5.1.2 The Advisor and Information broker**

The previously identified definition of this role is that *‘this role provides both formal and informal advice to the actors in the involved in the Social Return process based on the information that it has collected on Social Return’*. All respondents recognize this role and state that SR professionals take this role.

The respondents identify many ways in which this role is taken, often by the respondents themselves but also by their direct colleagues in the SR team. During the interview it became clear that there are two distinct sub-roles that can be identified, one aimed at fellow colleagues (internal) and one aimed at the contractor (external):

##### *1. Providing advice and information to colleagues within the municipal organization.*

All respondents state that SR professionals give advice and information to other municipal professionals involved in the procurement process about SR. The most common form of this is advising other professionals about the content and inclusion of the SR paragraph in the procurement contract.

However, there is a difference in the cases considering whether the SR professionals have this advice role in every procurement process, or only in specific cases. Part of the respondents state that they give advice for every SR paragraph (R1, R4, R7, R11). Respondent 4 always advises on the SR paragraph and explains why she does this:

*“When the Social Return is included then I am included in the deliberation [...], because we do have policy [...] but a substantive assessment is always involved.” – Respondent 4 (HVW-region)*

On the other hand, the rest of the respondents state that in principal, they have a standard paragraph for each tender that is only adapted in special circumstances. In some cases the municipal council has to approve a change to the paragraph, making the barrier higher to change the paragraph, and the advice role smaller for the SR professional (R2, R6). As a reason behind this decision, respondent 2 states:

*“We agreed to using only one paragraph, so that we can make sure it is included in as many specifications [...]. And of course there are tenders for which you can deviate and then the account manager is called in to ask: how realistic do you think this is? And do you see some extra opportunities?” – Respondent 2 (Friesland)*

## *2. Providing advice and information to the contractor about their fulfilment of Social Return.*

The other advice role of SR professionals is aimed at the contractor specifically. All respondents mention this role and it is a role that is always taken by at least one of the professionals in the SR team. The main task that is part of this role is to give the contractor advice on the fulfilment of SR during the initiation conversation, which includes presenting the different options for SR and identifying opportunities that fit each specific contractor. Respondent 11 states about the situation in Amsterdam that:

*During the initiation conversations it is discussed why Social Return is included and where opportunities lie for the company. We notice more and more that we have to explain less to the contractors. – Respondent 11 (Amsterdam)*

This statement shows how the initiation conversation is aimed at the contractor, to make them familiar with SR and to ask about their possibilities. The respondent also states that this is increasingly less necessary, which is further discussed in the paragraph about the role of the contractor.

Respondents furthermore identify that they can also give advice to potential contractors when the tender is published, but not yet awarded. Municipalities are obliged to provide a “nota van inlichtingen” (note of information) when this is requested by potential contractors, and when this note of information includes SR, several respondents state that a SR professional is then asked to answer and provide advice (R1, R7, R8&9, R10). Respondent 7 clearly states that this is his role, saying:

*“I also answer questions that come through the note of information, if the contractors have questions regarding Social Return.” – Respondent 7 (Enschede)*

Next to that, SR professionals can also offer advice and information during the rest of the process, after the contractor has decided on the exact fulfilment of SR. This is especially the case when contractors do not manage to fulfil the SR obligation as they decided at the beginning of the process. Respondent 9 gives an example of how she approaches this:

*“For example, I just went through all the health care contracts, and then you see that certain health care organizations are lagging behind, and then I send them an e-mail saying: well, did it maybe escape your attention [...], do you need help?” – Respondent 9 (Zwolle)*

### **Phase of the procurement process**

The above-identified sub-types also occur in different phases of the procurement process, which is why they will also be discussed separately in this section.

#### *1. Providing advice and information to fellow colleagues within the municipal organization.*

This role sub-type is clearly present during only one phase of the procurement process, while constructing the procurement contract. This is the first phase in van Weele’s process model: determining the specification of the purchase.

#### *2. Providing advice and information to the contractor about their fulfilment of Social Return.*

This second sub-type is less dependent on a specific phase of the procurement process. Advice can be given before the tender is awarded, during the initiating conversation and throughout the rest of the process upon the completion of the SR obligation. Using the phases or activities in the process model of van Weele, two phases can be identified in which this role takes place: the supplier selection phase and the ordering phase.

### **The role of the contractor**

As the first sub-type of advice role is internal, the contractor cannot influence it because they are not involved. Whether the second sub-type of role is taken by a SR professional, aimed at the contractor, is however highly dependent on the contractor. Several respondents state that more and more, there are contractors who know exactly how to fulfil their SR obligation and who thus do not need advice or information on the different options available (R1, R4, R8&9, R10, R11). Respondent 4 mentions how the contractor influences her advisory role through the following statement:

*“Some contractors have it completely in their DNA and those [...] already do a lot and for them, I just have a monitoring task and I could show them the way, but I don’t have to do that much.” – Respondent 4 (HVW-region)*

### *Accuracy of the theoretical role*

Based on the reactions of the respondents to the role in the interview, the theoretical role and its definition are insufficient for further analysis. During the interviews it has become clear that it benefits the analysis and accuracy of this thesis to divide the role into two new roles, each with a more specific definition than the initial theoretical role:

Role 2: The Internal Social Return Advisor

*This role provides advice and information to fellow colleagues within the municipal organization.*

Role 3: The External Social Return Advisor

*This role provides advice and information to the contractor about their fulfilment of Social Return.*

### **5.1.3 The Fulfilment and Value Co-Creation Facilitator**

The previously identified definition of this role is that *'this role promotes different and innovative options for the private actors fulfilment of Social Return'*. However, during the interviews it has become clear that although respondents do mention that SR professionals discuss different and innovative options for the contractor's fulfilment of SR, they do not actively promote it among those contractors. On the contrary, although there is often room for different and innovative options, the role of the municipality is more aimed at providing boundaries for these options and determining whether the ideas of the contractor still fit into their definition of SR. Respondent 2 stated regarding the situation in Leeuwarden, Friesland:

*"Yes, it is indeed thoroughly assessed whether all Social Return activities are actually conform policy and according to the roles that we agreed on. There really is an active check on whether the person is really from the benefits scheme." – Respondent 2 (Friesland)*

Furthermore, it was difficult to distinguish between the different interpretations of this role by the respondents and the two previously identified roles of internal and external advisor.

### *Accuracy of the theoretical role*

Based on the reactions of the respondents to the role in the interview, the theoretical role and its definition are insufficient for further analysis. Instead, the roles of internal and external advisor are expected to sufficiently capture this role, as they include giving advice and information on possible different and innovative options for the contractor's fulfilment of SR.

#### 5.1.4 The Coordinator

The previously identified definition of this role is that *'this role facilitates communications between the different actors in the Social Return process'*. All respondents recognize this role and state that professionals in the municipality take this role.

This role of coordinator is taken when the contractor's chosen fulfilment of SR requires contact with another organization or professional outside of the SR team. The most common form of this is when the contractor needs to find a person with a distance to the job market for their fulfilment of SR. Many municipalities either have a separate department, other teams in the same department as the SR team or are in contact with another organization that has a database with people with a distance to the job market.

In all cases there is a professional in the municipality whose role it is to connect the contractor and the professional from the other department or municipality for a type of matchmaking process. Respondent 3 explains how the process is set up in North-East Brabant through the following statement:

*"The account managers are in touch with the UWV, they have a periodic meeting, and they also bring in the job openings there. [...] We first consider with our own matchers [from the WeenerXL company], who are responsible for people from the target group, whether we have someone that could be considered."* – Respondent 4 (North-East Brabant)

Some municipalities offer the contractor the possibility to fulfil SR with other options than hiring a person with a distance to the job market. In some of those cases, the role of coordinator also includes coordinating stakeholders that offer other options, such as social entrepreneurs (R3, R7, R8&9, R11). Respondent 11 states about the situation in Amsterdam:

We have a connecting role [...] Labour is one of the possibilities to fulfil Social Return, but there are also opportunities at work and integration and at social employers, we help with this. – Respondent 11 (Amsterdam)

#### *Phase of the procurement process*

During the interviews, some respondents have identified that coordination of stakeholders can already occur during the initiation conversation (R3, R10). Using van Weele's terms, this initiation conversation can be categorized as the second part of the ordering phase, after contact is initiated. Within the context of they approach the initiation conversation in the Utrecht municipality, respondent 10 states:

*"If it is an assignment that we think could include people from the participation law, there is the possibility to include someone from the employer service point, who is responsible for that sector, so that they can collect potential job openings"* – Respondent 10 (Utrecht)

However, not all respondents mention the possibility of inviting another professional to the initiation conversation. Some respondents state that they first have the initiation conversation and after that, coordinate contact with intermediaries (R2, R4). In other cases, the municipal professional who does the initiation conversation is different from the professional who coordinates stakeholders (R3, R6, R7, R8&9), also indicating that this coordination happens after the initiation conversation. In van Weele's terms, this is the first part of the expediting phase. Respondent 4 explains how she takes role of stakeholder coordinator when the fulfilment of SR starts through the following statement:

*“And when the assignment starts I stay in the role of coordinator [...], of how do I bring this contractor into contact with work brokers, labour brokers, account managers who have access to the target group” – Respondent 4 (South-East Brabant)*

#### *The role of the contractor*

The coordination role is an external role, in which the contractor is highly involved, together with other stakeholders. This involvement of the contractor becomes apparent in the way some municipalities and region have arranged the coordination with possible employees. During some interviews, it has been mentioned that contractors are expected to set up a job-profile for the possible candidate, which is then used to guide the coordination with possible stakeholders. Respondent 2 states about the situation in Friesland that:

*“The job profile is also really expected from the contractor and it is also constructed in collaboration with the account manager because of course the account manager knows better what you can or cannot demand and what you can or cannot ask” – Respondent 2 (Friesland)*

Multiple respondents mention that whether the municipal professional actually takes the role of coordinator during the SR is dependent on the role that the contractor takes (R1, R4, R5, R6). Responding to the question whether the municipality coordinates the contact between contractors and stakeholders, respondent 1 states:

*“Look, the employer of course has some responsibility and [...] has to take some initiative [...]. But there are also plenty that see it as an obligation [...] and those are then approached more, there is more interference from us.” – Respondent 1 (Rotterdam)*

### *Accuracy of the theoretical role*

Based on the reactions of the respondents to the role in the interview, the theoretical role and its definition are deemed accurate in practical circumstances as well. Therefore, this role and its operationalization remain useful for further analysis.

#### **5.1.5 The Social Return Policy Implementer**

The previously identified definition of this role is that *'this role both determines and implements the Social Return policy that is used by the municipality'*. All respondents recognize this role and state that professionals in the municipality take this role.

In this role, the professional evaluates current policies regarding the implementation, the rules of fulfilment of SR of the municipality as well as regional harmonization of policy and in some cases also regional cooperation on the coordination of SR. After evaluation, new policy is set up and implemented in the municipality. Examples of this are the percentage that the contractor is expected to spend on SR, as well as policy regarding the fine clause in the SR contract.

In all cases, there is an interaction between multiple professionals when it comes to policy making. In some cases, there are SR professionals who do not have the role of policy maker, but who are expected to give signals about current policy implementation to those who do write the policy (R1, R2, R3, R4, R6, R8&9). Respondent 4 stated about the situation in HVW-region:

*"Us [coordinators] give signals and contribute to considerations of what is needed from a practical viewpoint, but we do not write the policy. That is done by the policy employees of the municipality."* – Respondent 4 (HVW-region)

In other cases all SR professionals who execute SR are also policy makers (R5, R7, R10, R11). This thus refers to the SR team or single professional if that is the case. Respondent 11 stated about the situation in Amsterdam:

New Social Return policy was first constructed in 2008, which is re-evaluated in 2016. This, we also do ourselves at the Social Return bureau; we are policy makers as well as the execution. – Respondent 11 (Amsterdam)

### *Phase of the procurement process*

For this role, the phase of the procurement process is irrelevant, as the policy making process is a separate process from each SR process.



### *The role of the contractor*

As the policy making process is separate from the SR process, contractors are not as involved as with some of the other roles. However, a few respondents have stated that they include contractors in the policy making process, or ask them for feedback on current policy and execution (R3, R7, R8&9). In one case, contractors requested a change in policy that has led to the current policy on SR (R2). Respondent 7 states about the situation in Enschede:

*“We have gotten together with contractors twice, initially before the policy was determined. This led for example to the inclusion of students in the Social Return policy, which was not planned initially.”* – Respondent 7 (Enschede)

### *Accuracy of the theoretical role*

Based on the reactions of the respondents to the role in the interview, the theoretical role and its definition are deemed accurate in practical circumstances as well. Therefore, this role and its operationalization remain useful for further analysis.

### **5.1.6 Additional Roles**

During the interviews, the above-mentioned roles have been discussed with the respondents. Next to that, the respondents have been asked whether they take on more roles related to SR as part of their position. Roles (or a description matching another role) that have been mentioned by the majority of the respondents (more than 6) are added to the analysis and are described in the following chapter.

### *Internal Social Return Lobbyist*

During the interviews, it has become clear that in seven out of ten cases, there are SR professionals in the municipality or region that try to achieve that SR is not forgotten in the procurement process (R1, R2, R3, R5, R6, R8&9, R11). Respondent 2 states about this:

*“It [Social Return] just needs attention to grow and to blossom [...] and that is the exciting part, as soon as the attention drops a little, the quality also immediately drops [...] we also report on Social Return to keep the attention for it.”* – Respondent 2 (Friesland)

Furthermore, respondent 5 states:

*“It is a lot of lobbying! [...] Just if you look at the extent of investment [...] I have also mentioned here that there is a lot more possible, but then there has to be more capacity from the civil service.”* – Respondent 5 (Apeldoorn)

### Phase of the procurement process

The lobbying role is partly independent from the procurement process, as it can be about general investment in SR. However, several respondents have stated that they also try to make sure that their colleagues do not forget to include SR in the procurement contract, or that they try to be included in the formation of the SR paragraph in the procurement contract. Respondent 1 states about the situation in Rotterdam:

*“Especially for really large, complicated tenders a project team is composed [...] and of course we really want to be present there.”* – Respondent 1 (Rotterdam)

For this, they have to reach out to colleagues to make sure they and SR is included as early as possible in the procurement process. Using van Weele’s terms, this is during the determination of the specifics of the purchase phase.

### The role of the contractor

This role is aimed at colleagues and occurs in the phase of the procurement process before possible contractors are involved. Therefore, the role of the contractor is insignificant for this role.

### Definition of the role

Based on the information from the interviews regarding the lobbying role, it is defined as follows: *‘this role reminds their colleagues to remember to include Social Return and that they are responsible for Social Return, especially when the tender is being constructed’*.

### Social Return Monitor

During the interviews, all respondents mentioned an integral role taken by SR professional in all cases that has not been described based on the findings of the role theory: *monitoring the completion of SR by the contractor*.

In all of the researched cases a monitoring system is used by the municipality or region, in which the contractor is expected to update the SR professionals of their actions and progress on SR. In most cases, this monitoring system is WIZZER. In every case, there is a municipal professional who tracks the progress and signals if some action is not taken by the contractor or not executed correctly. That same, or another professional discusses the progress with the contractor and/or other colleagues involved in the SR process. Respondents 8&9 state about the situation in Zwolle:

*“What we actually do after the awarding is also taking over part of the contract management from the project leader.”* –Respondent 8, *“You have probably heard the word WIZZER, that is where it happens.”* –Respondent 9 (Zwolle)

#### Phase of the procurement process

During the interviews, respondents have stated that they monitor the contractor from the moment they start executing the procurement assignment to the moment that the SR obligation has been successfully fulfilled. Using van Weele's terms, the role starts in the expediting phase of the procurement process. Interestingly, the role can extend beyond the official procurement process in some cases. Respondent 3 mentioned that in their region, they could give contractors up to a year of extra time after finishing their procurement assignment to make sure that they have completed SR.

#### The role of the contractor

As mentioned above, the contractors are expected to update the monitoring system themselves. This makes the SR professionals dependent on the contractors input in how they fulfil this role and to what extent they need to assume this role. However, although depending on the contractor some of the before mentioned roles do not have to be taken at all, respondent 4 mentioned that for some contractors she only assumes the monitoring role. No matter which contractor, the monitoring role is thus always taken, making it less dependent on the role of the contractor than some of the other roles.

#### Definition of the role

Based on the information from the interviews regarding the monitoring role, it is defined as follows: *'this role monitors the progress of the fulfilment of Social Return by the contractor, and whether this is done in the agreed way'*.

#### Social Return Enforcer

During the interviews, respondents have identified that in seven of the ten research cases, there is the option to award contractors a fine when they do not fulfil their SR obligation. For cases 5 and 6, they are currently determining whether they will allow for the possibility of awarding fines. For the cases where there is a fine, there is also a municipal professional who has the role of *enforcing this fine and starting the enforcement cycle*.

The enforcement cycle generally starts when during the monitoring a contractor is found not to be meeting the expectations based on their SR obligation. Most of the respondents have stated that they then first start to inquire from the contractor why the obligation is not being met and if they can assist the contractor in their fulfilment. However, if the contractor does not take on a constructive role or tries to find a way to make the obligation work, they can receive a formal notice reminding them of their obligation. In the most extreme case, this can lead to sanctioning. For example, the municipality or region can

award a fine of 1,5 per cent of the amount of the SR obligation (R3, R4). All respondents emphasize that this is very rare, only occurring once or twice every few years, or not having occurred at all. Respondent 11 states about the situation in Amsterdam:

*Sometimes a fine clause is included in the specification, which can then be activated. [...] However, the emphasis lies on connecting and supporting through conversation.” – Respondent 11 (Amsterdam)*

#### Phase of the procurement process

The enforcement cycle starts during the phase in which the monitoring occurs. Again, this is during what van Weele identified as expediting phase; the enforcement can go beyond the ‘normal’ procurement process and continue until after the assignment for the municipality is completed.

#### The role of the contractor

As is already mentioned in the description of the role, respondents have stated that whether they decide to impose sanctioning depends on the role that the contractor takes, because a sustainable connection with the contractor is important to the municipality or region (R3, R4, R7, R8&9, R11). Moreover, all respondents stated that in most cases, the enforcement role is not necessary and that contractors often do fulfil their SR obligation as was agreed, or at least really try to do this. Responding to the question how enforcement is arranged in her region, respondent 2 states:

*“Fortunately it does not happen often, I think we have only had that approximately two times in these five years.” – Respondent 2 (Friesland)*

#### Definition of the role

Based on the information from the interviews regarding the enforcement role, it is defined as follows: *‘this role enforces the agreement, by contacting the contractor when the Social Return agreement is not fulfilled, and sending reminders to the contractor, which can ultimately lead to a fine.’*

#### 5.1.7 Revised roles

The empirical findings from the interviews have thus led to the alteration of some of the theoretically identified roles, as well as the identification of three additional roles. This brings the total amount of roles to eight and requires a new overview. Below, all these roles are listed. The list is determined by first listing the internal roles and after that, the external roles.

These external roles are then listed based on the phase of the procurement process in which they first occur. This results in the following list:

*1. Internal Social Return Lobbyist*

The Social Return professional reminds their colleagues to remember to include Social Return and that they are responsible for Social Return, especially when the tender is being constructed.

*2. Internal Social Return Advisor*

The Social Return professional give advise to their colleagues on the content of the Social Return paragraph in the tender and the possibilities for Social Return in special tenders.

*3. Social Return Policy Maker*

The Social Return professional writes or actively participates in the writing of new Social Return policy for the municipality or region.

*4. External Social Return Advisor*

The Social Return professional gives advice and information on the possibilities for the fulfilment of Social Return and the administrative aspects of the Social Return process to the contractors.

*5. Contact Initiator*

The Social Return professional initiates the first contact with the contractors once the tender has been awarded.

*6. Stakeholder Coordinator*

The Social Return professional coordinates between the different stakeholders that are involved in the fulfilment of Social Return.

*7. Social Return Monitor*

The Social Return professional monitors the progress of the fulfilment of Social Return by the contractor, and whether this is done in the agreed way.

*8. Social Return Enforcer*

The Social Return professional enforces the agreement, by contacting the contractor when the Social Return agreement is not fulfilled, and sending reminders to the contractor, which can ultimately lead to a fine.

## 5.2 The Role of the Social Return Professional in Dutch Municipalities and Labour Market Regions

In the previous section, each role and its description have been discussed. This section discusses the level of the municipalities and labour market regions. However, the findings show that more professionals are involved in the SR process than just the professionals from the SR team. Because of this, a role sometimes is taken by a professional in the municipality, but not by the (team of) SR professional(s). Therefore, in this section, first an overview of the occurrence of each role in the municipality is given. After that, the occurrence of the roles among the (teams of) SR professional(s) is discussed. Lastly, the organizational factors and how respondents think they influence their roles are discussed.

### 5.2.1 Overview of role occurrence per municipality

In the below table, if a role was identified during the interview to (possibly) occur by any professional in the municipality during a procurement process, it was identified with a yes.

Case:	A	B	C	D	E	F	G	H	I	J
Role:										
<i>Internal Social Return Lobbyist</i>	Yes	Yes	Yes	Not sure	Yes	Yes	Not sure	Yes	No	Yes
<i>Internal Social Return Advisor</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Social Return Policy Maker</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>External Social Return Advisor</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Contact Initiator</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Stakeholder Coordinator</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Social Return Monitor</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Social Return Enforcer</i>	Yes	Yes	Yes	Yes	Maybe	Maybe	Yes	Yes	No	Yes

Table 4

As can be seen in the table above, the respondents confirm most roles as being roles of the region or municipality. It can thus be assumed that in all regions and municipality, professionals can have the role of internal advisor, policy maker, external advisor, contact initiator and stakeholder coordinator. In the case of the role of lobbyist, monitor and enforcer,

there are some cases where the roles do not (currently) occur or have not been mentioned during the interview.

The first role, that of lobbying, has not been mentioned during the interviews with respondents 4 and 7, while respondent 10 stated that although they do not have this role yet, they will in the coming years. For the last role, that of enforcing, respondents 5 and 6 state that they are currently dealing with their first case of a contractor not fulfilling its SR obligation; that they are jointly looking at how to approach this, as they currently do not yet have an enforcement policy. Respondent 10 states that they currently do not enforce SR through means of a possible fine.

### **5.2.2 Role occurrence per (team of) Social Return Professional(s)**

In the previous section, it was found that in general, most researched cases identify similar roles to occur in the municipality. However, the data collected from the interviews shows that these roles are not always taken by the SR Professional, but that they can also be taken by other actors in the municipality: the non-Specialized professional.

#### *Overview of the role occurrence per Social Return team*

Table 5 shows which roles SR professionals take per municipality or labour market region. This table is based on the tables in appendices 6 and 7; appendix 6 provides an overview of all professionals involved in each role and appendix 7 provides a coding for each of the professionals (whether they are or are not a SR professional), as well as an overview of the coded roles among the cases. Table 5 shows when a SR professional can take a role, however, this does not mean that there is no other professional involved; in some of the cases, the role was taken jointly. It is also possible that multiple SR professionals take on the role, or that it is only one of the professionals. These nuances are reflected in appendices 6 and 7.

Case:	A	B	C	D	E	F	G	H	I	J
Role:										
<i>Internal Social Return Lobbyist</i>	Yes	Yes	Yes	Not sure	Yes	Yes	Not sure	Yes	No	Yes
<i>Internal Social Return Advisor</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Social Return Policy Maker</i>	Yes	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes
<i>External Social Return Advisor</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Contact Initiator</i>	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Stakeholder Coordinator</i>	Yes	No	Yes	Yes	No	No	No	No	No	Yes
<i>Social Return Monitor</i>	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<i>Social Return Enforcer</i>	Yes	No	Yes	Yes	Maybe	Maybe	Yes	Yes	No	Yes

Table 5

The above table shows that the SR professionals always take three of the roles, if they are available to take in that municipality in the first place (see table 4). The role of SR lobbyist is always a role of the professional if available to take in the municipality. The role of internal SR advisor is always one of the roles of the SR professional. The same goes for the role of external SR advisor.

The other roles are not always a role of the SR professional. The role of the SR policy maker is in most cases part of the role of the SR professional, despite in two cases (South East Brabant and Zutphen). Both respondent 4 and 6 did state that the SR professional could signal the non-Specialized professional who is responsible for policy making and provide them with input. Another role that is divided differently is the role of contact initiator. In one case this is not part of the Specialist's role. Respondent 2 states that this is the role of the account manager, who also takes the role of stakeholder coordinator; SR monitor and SR enforcer in the Friesland region. The role of stakeholder coordinator is the role that is least taken by the SR professionals, only occurring in cases A, C, D and I. The role of SR monitor is taken by SR professionals in all cases, except for Friesland. The role of SR enforcer is a bit more divided, with both Friesland and Utrecht not having the role occur among SR professionals.



### *Describing similarities and differences*

Following the table in the previous section and its description, a few observations can be formulated regarding the similarities and differences between the cases when it comes to role occurrence among the SR professionals. In the following section, each observation will be discussed:

#### *1. All-round team of Social Return Professionals*

The cases of the Rotterdam, Amsterdam and Den Bosch municipality have a team of SR professionals that takes on all the roles. This means that they are highly involved in the whole SR process and do not have to share much responsibility with other professionals in the municipality. Interestingly all three of these cases have more than three SR professionals in the SR team, while all other cases have a maximum of three professionals.

However, when looking at the more elaborate data from appendix 7, it shows that there are still differences among the cases. Regarding the roles of the SR professionals within the larger SR team, in den Bosch and Amsterdam, the different types of SR professionals often jointly take a role. Meanwhile, in Rotterdam different professionals have different roles. The first two cases have divided their professionals based on the process alone, thus having one professional per contractor. In Rotterdam, there are sub-teams formed per contractor, who then also divide the tasks along the phases of the procurement process and roles that are required.

#### *2. Non-coordinating SR Professionals*

The cases of Apeldoorn, Zutphen, Enschede, Zwolle are similar because their (team of) SR Professional(s) does not take on a coordinating role towards the contractor regarding the placement of people with a distance to the job-market. Most of the cases are highly similar in their role division, also when looking at the more specific division in appendix 5. All cases either have one or two types of SR professionals, with the total amount of Professionals in the team ranging between 1 and 3.

However, they do differ when it comes to policy making. Zutphen is the most different here, as the SR professional does not have the role of policy maker. In the other cases, there is a difference between whether that role is shared with non-Specialized professionals outside of the SR team, or whether it is just the SR professional(s) taking on this role. Another difference is that for both Apeldoorn and Zutphen, it is yet undecided

whether they take the enforcement role, while the others do take it. And for the case of Enschede, it is unknown whether the role of lobbyist is taken.

### *3. Non-policy making Professionals*

The cases of the HVW-region and Zutphen are similar because their SR Professional does not take on the policy-making role for SR; in both cases the professional only has a signalling-role. The cases are also similar in that the SR team only consists of one SR professional.

However, they differ regarding the coordination role, which the SR professional does jointly take in the HVW-region, but the professional in Zutphen is not involved in.

### *4. Outlier Friesland*

A clear outlier is the case of Friesland, where the SR professional takes the least roles, and does not take two roles that all other professionals do take: the role of contact initiator and SR monitor.

The reason behind this difference could be the unique way in which the SR team is formed in Friesland, which made it difficult to categorize which professionals are SR professionals and which are not. Similarly to the case of Zwolle, Friesland has a small central SR coordination point for the region, where there are two SR professionals. However, different from the other regions, they do have a broader SR coordination point that also includes the account managers that are positioned at their own municipalities. These account managers take a relatively large role compared to those in the region of Zwolle. Their role is more similar to the account managers in Den Bosch; however, those are positioned at the central SR team, together with the coordinator. This difference makes that the account managers in Friesland are not considered to be SR professionals, and explains why the SR professionals at the central team take a relatively small range of roles.

### *5. Outlier Utrecht*

Another outlier regarding the role occurrence is the case of Utrecht, where the municipality takes the least roles out of all cases. The SR team does not take three roles: the role of internal SR lobbyist, the role of stakeholder coordinator and the role of SR enforcer.

Respondent 10 stated that for the first role, the plan is to start taking the role soon, as a re-organization is planned for SR, which will also change the task division among the professionals and increase the number of professionals in the SR team. According to respondent 10, the role is currently not taken due to a lack of capacity in the team. The role of

SR enforcer is not taken in the municipality because an alder has removed it from the SR policy.

### 5.2.3 Organizational Factors

In the following section, the organizational features of the cases are categorized, based on the context of each case described in appendix 3. After that, statements of respondents about the relation between the organizational feature and the role of the Social Return professional are analysed. Lastly, additional findings from the interviews that could give insight into the roles across the cases are discussed.

#### *Regional cooperation*

The factor of regional cooperation has been defined as: *the extent to which Social Return is organized regionally*. During the interviews, four types of regional coordination could be identified among the cases. These are the following:

##### *1. Shared Social Return coordination from one coordination point*

The most regionally organized cases are those of Friesland and Zwolle who do not only have shared regional policy, but also share their SR Specialists with the whole region, who operate from one single coordination point.

##### *2. Shared Social Return coordination from multiple sub-regional points*

The cases of Den Bosch, the HVW-region and Enschede are similar to the first type in that they share regional policy and work closely together as colleagues with the SR Specialists within their region, but they instead operate from either a sub-region or municipality, thus from multiple coordination points.

##### *3. No Shared Social Return coordination but shared regional policy*

The cases of Rotterdam, Apeldoorn, Zutphen and Utrecht are similar because there is harmonized regional policy and SR Professionals might meet each other to discuss regional issues and share practices, but they do not work together on a day-to-day basis and the coordination is arranged per municipality or cluster of municipalities.

##### *4. No shared regional policy or coordination*

In the case of Amsterdam, there is no regional cooperation at all, as there is neither shared policy nor coordination.

Although many respondents emphasize the importance of regional cooperation and the reasons behind their regional cooperation, few mention how the regional cooperation affects their role(s). Many respondents have stated that the SR Professionals in the region

discuss challenges and give advice to each other on specific issues (R1, R4, R5, R6, R7, R10).

However, there are some indications that the regional cooperation is related to (some of) the roles. For example, respondent 4 responds to a question on how they interpret tailor-made agreements with the following statement:

*“We are currently very much trying to figure this out as coordinators, [...] because certain sectors are having a lot of trouble with their fulfilment of Social Return, which is realistic.”*  
– Respondent 5 (HVW-region)

This quote shows that regionally, the SR professionals are working together to find their advisory role towards contractors. As her advisory role changes, it is thus likely that it will change for all SR professionals in the region, despite their municipal position.

A different example is that of respondent 5 and 6, who work in the same region and have shared regional policy, but no shared coordination. At first, they stated that their regional cooperation takes the shape of having one meeting a month with the other SR professionals. However, regarding the role of enforcement, both respondent 5 and 6 mentioned that:

*“We currently have a regional enforcement file.”* – Respondent 6 (Zutphen), *“which is actually the first in all those years.”* – Respondent 5 (Apeldoorn)

Respondent 8 identified their type of regional positioning, having one coordination point for the whole region, as the best fit for their region. He stated:

*“The regional, that is actually the best choice for each municipality, or it has to be a really large municipality [...] but most are just too small to build up real expertise [...] and besides that, regionally, you really have the regional volume.”* – Respondent 8 (Zwolle)

However, when looking at the other case in the same category, Friesland, it is clear that this increased expertise does not necessarily increase the amount of roles that the SR professionals take. Where in Zwolle, the SR professionals take almost all the roles; in Friesland they take by far the least. Nevertheless, in Friesland the choice for the role division between the central coordination point and the municipalities was also made when they increased their regional cooperation. Respondent 2 states about this:

*“To figure it all out yourself is just very time consuming and complicated when you never deal with it. That is the thing of which it was said in Friesland: the things we can combine [...] for those we set up a coordination point so employers always have a point of contact [...] to which they can call.” – Respondent 2 (Friesland)*

This quote shows how in Friesland, despite having the same type of regional cooperation as in Zwolle, they did not think they could combine the roles of contact initiator, SR monitor and SR enforcer, while Zwolle did combine these.

Another example that is more related to one specific role is the situation in Rotterdam. Currently, new SR policy is being formed for the whole region and the SR professionals in the Rotterdam municipality take the joint role of SR policy maker. Respondent 1 states about this process:

*“We do want to develop the same policy for the whole Rijnmond region, so what I am for example very busy with now is that together with my regional counterparts [...] we are writing the policy that we have in mind [...] because also their [...] alders want to give their signature [...] that immediately brings challenges because you are dealing with eight or nine [regional] clusters.” – Respondent 1 (Rotterdam)*

This quote reflects how the increased regional cooperation on the policy affects the role the SR professionals in the municipality; it becomes more difficult to create one policy that all actors can agree to. However, it did not affect whether the SR professionals take the role or not, the role is still part of their position, despite increased cooperation.

The above statements create an ambiguous picture of how regional cooperation is related to the roles of the SR professionals in Dutch municipalities and labour market regions. On the one hand, it is highly possible that the roles are influenced; in all categories but category 4 the professionals in the region either meet each other to discuss challenges or work together in one coordination point. On the other hand, a similar type of regional coordination does not lead to a similar role occurrence in the municipality or among the SR professionals from those cases.

#### **Departmental positioning**

The next factor, departmental positioning, has been defined as ‘*the place in the organisation where SR is invested*’. During the interviews, it has been found that there is often no SR department in a municipality or region, but that there is a group or team of SR Professionals involved with SR and connected to the employers. Three types of positioning of SR have been identified among the cases:

*1. Social Return Team within the municipal organization at the procurement department*

In the case of Enschede, the SR Professional is positioned at the procurement department where they act on behalf of their municipality or sub-region.

*2. Social Return Team within the municipal organization at the work and income or work company department*

In the case of Rotterdam, Zwolle and Utrecht, the (team of) SR professional(s) is also positioned at the municipal organization, but they are positioned within the work and income department or the work company department (or project team).

*3. Social Return Team within the municipal organization at the Social department*

In the case of Amsterdam and Apeldoorn, the (team of) SR professional(s) is positioned at the municipal organization, but they are positioned within the Social department.

*4. Social Return Team outside of the municipal organization (executive company)*

In the case of Friesland, Den Bosch, the HVW-region and Zutphen, the (team of) SR Professional(s) is positioned at an external company, often the executive or work company, which acts on behalf of the municipality, sub-region or region.

Although all respondents explained the departmental positioning of the (team of) SR professional(s) during the interviews, few statements have been made on how this affects the professionals or even the specific roles of the professionals. However, a few respondents have mentioned how they think the departmental positioning affects the SR professional. For example, respondent 6 states about the situation in Zutphen:

*“And the difficulty of being positioned at the work company is that you do not have direct influence on the policy.”* Furthermore, she stated *“If you are talking about positioning I personally think that it is much more convenient to be positioned at the municipality, because there you can influence the development of Social Return [...], on top of that, you also have the privacy laws that are difficult to realize.”* – Respondent 6 (Zutphen)

The above statements show that the positioning of the SR professional affects whether they take the role of policy maker, while also affecting the role of SR monitor, as the monitoring system cannot be used anymore due to the privacy laws. However, when comparing the roles of the SR professional in Zutphen to those in Friesland, the HVW-region and Den Bosch, this shows that the positioning at the work company does not always affect these roles. The respondent from the HVW-region however also states:

*“You really need them [project leader], because that actually is the manager of the tender. [...] and regarding what we just discussed about the advantages and disadvantages of a coordinating position in one organization, but to use the project leader this [the current state] is an advantage.” – Respondent 2 (HVW-region)*

The above statement shows that because she is dependent on the project leader, who can take the enforcement role, the positioning can make a difference for the progress of the SR process. However, in the case of the HVW-region, this enforcement role is not taken by the SR professional herself, thus the positioning does not influence that, only whether the role is taken by another professional in the municipality.

Another respondent states, although content with the departmental positioning, that the positioning should not influence the SR professional:

*“I think the positioning at the employers service point is good, because you are close to the target group. However, it is also about, how do you move through the organization [...] and it is also a matter of attitude, then you can also get input from the procurement department. [...] It is also about, how do you organize the process together, if you are well connected in the process to procurement, then well.” – Respondent 10 (Utrecht)*

In this statement, the respondent partially goes against the statements of the other respondents, creating yet another ambiguous image of whether the departmental positioning influences the role of the SR professionals. When looking at the different categories of departmental positioning, there is no relation to whether any specific roles are or are not taken. It is interesting that only respondents from cases positioned outside the municipality mention that this positioning influences their roles; therefore it could be plausible that it can play a role. However, because respondents with similar positioning did not mention the issues they encounter, it cannot be concluded that this is the (only) factor that causes those issues.

#### ***The number of Social Return professionals***

The last identified organizational factor, has been defined as *‘the number of Social Return professionals, who can be positioned in a Social Return department’*. During the interviews, respondents have been asked how many colleagues they have in their SR team, or how many professionals are focused on SR. In all but one case, they have given an exact number; In the case of Rotterdam, the respondent mentions that there are at least 12 professionals, but he is not sure how many more. Among the cases, three types of categories could be identified:

### *1. The single Social Return professional*

In the case of the HVW-region, Apeldoorn, Zutphen and Enschede, there is only one SR professional in the municipality or sub-region. In the case of Friesland, there are two SR professionals, who together fulfil one part-time job.

### *2. The small Social Return team*

In the case of Den Bosch, Zwolle and Utrecht, there is a small SR team with 2 to 4 members in the (sub-) region or municipality.

### *3. The large Social Return team*

In the case of Rotterdam and Amsterdam, the city has a large SR team, with 10 SR professionals in Amsterdam and at least 12 SR professionals in Rotterdam.

All but one respondent mentioned the exact number of colleagues they had in the SR team. However, again very few commented on how the number affects the SR professionals, and only one respondent commented on how this affects their roles. Respondent 10 states about the situation in Utrecht:

*“We currently lack capacity, this really impacts the monitoring. As an advisor of Social Return here, these are difficult years, because you need to be a jack of all trades, they are involved in the procurement process and that involvement is only increasing.” – Respondent 10 (Utrecht)*

This statement shows that the capacity affects how thoroughly one SR professional can execute a role, since that one professional has to take on relatively many roles. This is thus not only related to the number of SR professionals, but also the number relative to the amount of procedures. Agreeing with this statement, respondent 1 states about the situation in Rotterdam:

*“That is just all very well organized for us, because we also have the capacity for it, to enforce [...] and we have the time and the people to talk to employers.” – Respondent 1 (Rotterdam)*

This statement is confirmed when looking at table 5, which shows that the three cases where all the roles are taken by the SR professionals, also have the most professionals: Den Bosch, Rotterdam and Amsterdam. However, the difference between the number of professionals in Den Bosch and Amsterdam is larger than the difference between Den Bosch and Friesland, where only half of the roles are taken. This also alludes to the factor of capacity influencing the SR professionals more than just the number of professionals in the SR team.



Again, the findings of this research do not confirm nor deny the influence of the factor. Respondents did not contradict the possible influence that respondents 1 and 10 mentioned. However, when considering the numbers compared to the amount of roles, there is no correlation confirming the statement either. Furthermore, the factor of capacity seems to play a larger role than the number of professionals, based on the statements from the interviews.

#### *Additional factor: influence of other professionals*

The results in this chapter show that across all cases, the roles that SR professionals take are more similar than different, despite the large differences in context and composition of the SR team, which appendix 6 shows. During the interviews, another factor has been mentioned by the respondents that could perhaps explain these similarities, or the lack of differences among the roles of the professionals: *contact with other SR professionals*. Respondents identified two ways in which they get into contact with these colleagues in other municipalities and labour market regions:

##### *1. National Conference*

An observation made during the interviews was that the respondents knew other respondents by name, despite the geographical distances between the municipalities and regions, and sizes of municipalities or regions. When asked about this, several respondents mentioned that they meet fellow SR professionals at conferences throughout the country (R3, R5, R6, R7, R11).

One specific conference mentioned by respondents is the semi-annual knowledge network meeting of SR-specialized consultancy firm Interpactum. The network meeting started in 2009 and is nationally oriented. Respondents 6 states about Interpactum:

*“The three of us had the training at Interpactum [...], they also organize a conference twice a year. What stood out to me was that you share a lot of knowledge in that training, but besides that I also think that the skills and the role of coordinator are also important, because you see large differences across the country, of the professionals. [...] It is quite complex to take all those roles [...] I do think that that is not receiving enough attention.” – Respondent 6 (Zutphen)*

This quote confirms that she can compare the roles of other SR professionals to herself during the meetings and training, although the respondent would wish that there would be more attention for the skillset in particular. Respondent 3 states that:

*“Also in the national knowledge platform of Interpactum [...] what especially bothers me when we are at national platforms is that there are always newcomers, and before I know it, I leave with a hundred thousands assignments.” – Respondent 3 (Den Bosch)*

Although this statement does not specifically refer to the discussion of the roles of SR professionals with each other, it does show how more experienced municipalities and labour market regions are approached by newer ones for input and advice.

Furthermore, in the report of the latest meeting on 14 March 2019, it is mentioned that both practical as well as policy issues and news updates from different regions and municipalities are shared during this meeting (InterPactum, 2019). Furthermore, all members received additional documents, including a report reviewing SR in Utrecht, written by a SR Specialist (Nagel, 2019). This report includes a recommendation on a change in task divisions and role focus of the SR Professionals in that municipality (Nagel, 2019).

## *2. Interregional collaboration*

Next to the national meetings mentioned in the previous paragraph, several respondents mention additional moments where they meet colleagues from adjoining regions or of similar type of municipality. Respondents 1, 10 and 11 mention that they have a periodical meeting with SR advisors from the four largest municipalities in the Netherlands (G4), where they discuss best practices and current issues. Respondents 3 and 4 mention that there are regular meetings between professionals of Southeast and North-East Brabant, and that while North-East Brabant used South-East Brabant’s policy as an example, South-East Brabant recently adopted some practices from North-East Brabant.

Taking it even further, respondents 5,6,7,8 and 9 mention that they are currently working towards more harmonized policy for the whole east of the country (which they call ‘the oostblok’), which includes the provinces of Gelderland and Overijssel. They mention that the whole province of Overijssel (which includes the cases of respondents 7,8 and 9) has already harmonized their policy. These respondents mention that they are in regular contact with each other, ask each other for advice on difficult cases and share practices. This, they hope to extend this to include respondents 5 and 6. Respondent 2 mentions contact with professionals in the Groningen and North-Holland provinces.

This means that aside from the semi-annual meetings with professionals across the country, professionals communicate much more often in smaller groups.

### **5.3 Summary of the chapter**

In this chapter, first the range of roles among the Social Return professionals was determined, and each role was thoroughly discussed and analysed, including how the process-related factors influence the roles. After that, the first analysis of the roles was used to create an overview of the roles per municipality and per Social Return team. Based on this overview, observations could be made regarding the similarities of the cases, while mentioning the remaining differences. Lastly, the contextual factors were analysed and one additional factor was introduced and immediately analysed as well. This analysis will be reflected on in the next chapter.

## 6 Discussion

In the previous paragraph, the findings from the interviews have been discussed and analysed. This chapter aims to use the insights from the results section to answer the sub-questions that were introduced in the beginning of the thesis, as well as reflect on the expectations formulated in the theoretical framework. It will also consider if the findings confirm or deny theoretical insights, and it will reflect on eventual limitations and flaws of the analysis.

### 1. What roles can Social Return professionals take during the procurement process?

Empirical findings show that the roles of Social Return professional are partially similar and partially different from the theoretical ones. SR professionals do not appear to take the role of fulfilment and value co-creation facilitator. Instead, SR professionals are found to take more of an advisory role, which can be internal and external. Another three additional roles are found in practice that had not been identified based on theory: the role of internal SR lobbyist, the role of SR monitor and the role of SR enforcer. Next to that, the findings show that many roles of the SR professional are highly flexible, changing often depending on the context and choices of the SR professional.

Although the exact roles may have not been predicted using existing empirical research, these findings are in line with the role theory. The number of roles available to the professionals, combined with the respondents' description and interpretation of the roles in different contexts suggest that the SR professional is a type of a post-modern civil servant.

However, based on this research it cannot be said in full certainty that these are all the possible roles for SR professionals. As mentioned in chapter 4, both the researcher and the respondents might be biased by previous research regarding the possible roles of the government in SR. Furthermore; the researcher may have prompted respondents in a certain direction by introducing the five theoretically identified roles. Additionally, other actors in the procurement process possibly could have identified additional roles that SR may subconsciously take.

### 2. What factors influence the roles that Social Return professionals can take during the public procurement process?

Following the theoretical framework, an expectation was formulated about what factors influence the roles that SR professionals can take during the public procurement process: *the role of the (team of) Social Return Professional(s) is related to factors in the procurement*

*process. For example, it can be expected that the phase of the procurement process and the role of the contractor influence whether the Social Return Professional takes a particular role.*

The empirical findings mostly confirmed this expectation. The phase of the procurement process determines whether a professional take a particular role for all but one role: that of SR policy-maker. For two other roles, van Weele's model (2005) was insufficient, as the role of monitor and enforcer can extent beyond the procurement process. The role of contractor was found to influence whether the SR professional takes four of the roles, while influencing to what extent the SR professional takes two of the roles: SR monitor and SR policy-maker.

These findings are in line with the role theory, which states that professionals choose to take a role based on expectations from their surroundings. Both of these factors alter expectations, whether it is certain activities that are expected in a specific phase of the process (for example, initiating contact), to expectations from a contractor (for example, giving advice about the SR fulfilment).

However, the analysis did not account for a possible reverse influence that the roles of the SR professionals might have on the contractor or on the other roles in the process, which has been identified by the contingency theory to be a possibility in the procurement process. Because the analysis relies on statements of the respondents instead of observations of the process, it cannot be checked whether the identified causal mechanisms are indeed the causal mechanisms that influence the role of the SR professionals.

### **3. Do Social Return professionals in different Dutch municipalities and labour market regions take different roles?**

The answer to this question is two-fold: yes and no. Yes, because some of the roles differ among the SR professionals who are part of the SR team. They differed enough to identify three groups and two outliers among the cases. No, because most SR professionals take very similar roles, with only one or two as an exception. Next to that, when a SR professional does not take the role, in most cases, another professional in the municipality does. Although this professional might not be part of the SR team, he or she is still a civil servant representing the municipality or labour market region in the procurement process.

Despite the ambiguous answer, these findings still follow the role theory; because in each of the cases the SR professional does have a range of roles that they can take (at least

four), and they do somewhat differ for each different structure (the municipal organization), especially when looking at the more nuanced findings in the appendices.

A lack of accuracy was found in the analysis of this question, which followed from the choice to combine a within-case analysis with a cross-case comparison. The data from each case was too elaborate to sufficiently compare to the other cases, which resulted in the use of a very simplified model that lacks nuance, to find a general answer. An example of this is the difficulty to categorize the Social Return professionals is the case of Friesland, as well as not being able to compare between SR professionals within the SR team.

#### **4. What contextual factors influence the roles of Social Return professionals in Dutch municipalities and labour market regions?**

Following the theoretical framework, an expectation was formulated about what factors influence the cases: *the roles of the (team of) Social Return Professional(s) in municipalities and labour market regions are related to organizational factors of the municipality or labour market region. For example, it can be expected that the regional cooperation, departmental positioning and the ratio of Social Return professionals to Social Return procedures influences whether the Social Return Professional takes a particular role.*

The empirical findings did not confirm nor deny this expectation. For each of the three identified factors, respondents made statements that follow the expectation. In some cases, respondents stated that the factor influences whether they take a particular role, in other cases it just affected how they take their role. However, contradicting statements were made for the first two factors, while very little statements were made for the third factor.

Moreover, comparisons between the cases showed that none of the factors solely influence whether a role is taken or how a SR professional takes a role. This suggests that the organizational factors could be INUS (insufficient but necessary) conditions for the roles of the SR professional. However, the research analysis chosen in this thesis did not allow for this to be analysed more in depth.

During the interviews, an additional factor was found: contact with other professionals, which suggests an influence beyond the process or organization. Statements of respondents regarding how other professionals influence them link to the concept of 'institutional isomorphism'. Kanter (1972) defined this as a pressure on an organization to conform to other organizations and the world around them. Following this definition, it could be argued that SR professionals in certain organizations adapt their roles to match those of SR professionals in other organizations. Again, the causal mechanisms identified based on

statements of respondents could not be checked in this research, due to the lack of observations in the data collection. Furthermore, the concept of institutional isomorphism does not explain why there are still some differences between the cases.

Although the findings for this sub-question can still be argued to follow the role theory: both the possible existence of INUS conditions for the organizational factors as well as the pressure to conform to other SR professionals follow the idea of expectations from surroundings influencing the choice of roles; they cannot provide any highly reliable analysis either.

Furthermore, due to a lack of data the additional factor of capacity of the Social Return team could not be considered in the analysis, despite multiple statements about the effects of this factor on the role of the SR professional. Additionally, the analysis did not consider the possible influence of municipal colleagues on the roles of the SR team; although following the contingency theory, these might influence each other.

## 7 Conclusion and Recommendations

In the previous chapter, the sub-questions identified in chapter 1 were answered and reflected upon using the analysis from chapter 5, as well as to what extent the findings followed the theoretical insights identified in chapter 3, and to what extent they were limited by the research design outlined in chapter 4. In this chapter, those answers are used to answer and reflect on the main research question and to reflect on the choice of theoretical framework. After that, recommendations for further research and some policy recommendations are given.

### 7.1 Answering the research question

In the introduction of this research, the motivation behind this research and the research question were described as follows: ‘because of the importance of the role of the government and the private contractor for the success of SR, and the increasingly large responsibility that the SR professionals has on behalf of the government, the following research question will form the basis of this thesis:

*What factors influence the range of roles that Social Return professionals take during the public procurement process in Dutch municipalities and labour market regions and how do they influence them?’*

The answer to the research question can be formulated as follows: Social Return professionals in Dutch municipalities and labour market regions can take the eight identified roles of internal Social Return lobbyist, Social Return policymaker, internal Social Return advisor, contact initiator, external Social Return advisor, stakeholder coordinator, social return monitor and social return enforcer.

Whether they take these roles during the procurement process is in most cases likely to be influenced by the phase of the procurement process and the role of the contractor, and is expected to be to some degree influenced by the regional cooperation, departmental positioning, number of professionals in the municipality or labour market region, and could possibly be influenced by the contact of Social Return professionals with other professionals in the country.

How these factors influence the roles of the SR professional depends on each factor and each role. Based upon the findings of this research, these individually identified mechanisms



cannot be generalized for all Social Return professionals in Dutch municipalities and labour market regions or for every procurement process.

Just like the discussion in the previous paragraph, this answer still follows the role theory, and even the contingency theory and the insights on PPPs. The findings contributed to the role theory by introducing new types of roles for a very specific type of civil servant, extending insights on the possible range of roles for civil servants. Furthermore, the findings identified interesting causal mechanisms that could explain why and how Social Return professionals take particular roles. However, this research could not prove the existence of these causal mechanisms, and lacked in a critical assessment of the data from multiple angles by only interviewing one respondent per case.

Next to that, although use of the role theory and the contingency theory ensured that a large range of indicators could be studied to influence the role; the scope may have been too large, making it difficult to assess which organizational factors and expectations are actually key in influencing the roles and which may be less important. The choice of theory has thus limited the research in that it could not be used to reject or confirm the identified causal mechanisms.

## **7.2 Recommendations**

On the basis of the findings from this thesis, some recommendations can be made. First, academic recommendations are made, aimed at further research. After that two types of practical recommendations are made, on the EU level and on the Dutch level.

### **7.2.1 Academic recommendations**

- The roles identified in this research could be used as a starting point for a more in-depth analysis on a particular procurement process level, which could then include observations and interviews with all actors involved to map out more specifically how the actors influence each other's roles and how they perceive each other's roles.
- On the other hand, findings from this research could also be used as a starting point for a quantitative research aimed to analyse the joint influence of the organizational factors identified in this research (and more), using the proposed causal mechanisms of this research as a basis for detailed hypotheses.
- If in the future, more data becomes available about the effectiveness of SR or satisfaction of actors in the SR process, the roles identified in this research could be used explore a correlation between the SR professional and the effectiveness of the public-private partnership.

- Linking more to the European goals of increased professionalization of procurement officials, the roles and other insights from this research might be used as one of the elements to study professionalization of social procurement officials.

### 7.2.2 European level

- The EU plans to invest in the professionalization of procurement officials. The elaborate roles of the SR professional show that professionalization of social and sustainable procurement professionals should also be considered.
- More specifically, this investment could be made in the form of a conference for social procurement officials. As the SR professional is only one type of social procurement professional in Europe, a pan-European platform where the different forms of professionals can be presented and where best practices can be exchanged could benefit social procurement professionals across Europe.

### 7.2.3 Dutch level

- During the interviews, respondents often stated that the supporting the contractors is one of their main aims. Now that roles have been identified that professionals can take, it is recommended to compare the roles identified by the SR professional to the perception of the contractor, and their satisfaction with the SR process.
- Based on some statements about the national conferences of SR professionals, it is recommended that more attention should be given to the complexity of executing and balancing the roles, so that SR professionals can learn from each other.
- Several respondents identified the lobbying role as vital for their overall role as SR professionals. In the interviews, many different examples of increasing the attention for SR among their colleagues were given. It is recommended that SR professionals share these practices and help each other establish a strong role in the organization.

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**Appendix 1: List of Respondents**

Case	Respondent	Date	Position
<b>A: Rotterdam</b>	Respondent 1	16-4	Advisor Social Return
<b>B: Friesland</b>	Respondent 2	23-4	Project coordinator coordination point Social Return
<b>C: Den Bosch</b>	Respondent 3	25-4	Coordinator Social Return Den Bosch Municipality
<b>D: HVW-region</b>	Respondent 4	25-4	Advisor Social Return (Ergon)
<b>E: Apeldoorn</b> <b>F: Zutphen</b>	Respondent 5 Respondent 6	29-4	Advisor and Coordinator Social Return Coordinator Social Return
<b>G: Enschede</b>	Respondent 7	1-5	Contract Manager Social Return
<b>H: Zwolle</b>	Respondent 8 Respondent 9	6-5	Social Return Specialist Social Return Specialist
<b>I: Utrecht</b>	Respondent 10	8-5	Advisor Social Return
<b>J: Amsterdam</b>	Respondent 11	24-5	Advisor Social Return

## Appendix 2: Interview Protocol (Dutch)

### Gesprekspuntenlijst – Rol Social Return Professional

- Kunt u uw functie kort omschrijven?
- Hoe zijn de taken verdeeld op de Social Return afdeling?
- Wat is jullie rol in het contact met werkgevers m.b.t. Social Return?
- Welke factoren beïnvloeden volgens u de rol in het contact met werkgevers?
- Passen jullie maatwerk toe bij Social Return? Zo ja, bij alle werkgevers of alleen een specifieke doelgroep?
- In welke fases van het inkoopproces hebben jullie contact met de werkgevers?
- Verandert jullie rol per fase van het inkoopproces? En zo ja, hoe?
- Zijn er grote verschillen in de relaties met de werkgevers? Zo ja, waar ligt dit volgens u aan?
- Bent u over het algemeen tevreden over de relatie met de werkgevers?

### Rollen Social Return Professional

Type rol	Van toepassing?	Door wie?
<b>Starten van Social Return proces</b>		
<b>Advies en informatie geven aan werkgever</b>		
<b>Nieuwe en innovatieve invulling voor Social Return verzinnen</b>		
<b>Coördineren van verschillende stakeholders</b>		
<b>Nieuw Social Return beleid opstellen en implementeren</b>		
<b>Monitoren van de uitvoering van Social Return</b>		



## **Appendix 3: Summary of the interviews**

Most of the data needed for the analysis was obtained through interviews. As described above, interviews were conducted with 11 Social Return professionals working for 10 different municipalities or regions in which Social Return is applied as part of the procurement process. In the section below, a short description will be given of each interview and its participant(s).

### **7.2.4 Rotterdam – Rijnmond Region**

The first interview was conducted with a Social Return advisor from the Rotterdam municipality. In Rotterdam, Social Return professionals are part of the coordination point of the Employer Service Point (WerkgeversServicePunt – WSP) of the Rijnmond Region. Social Return policy is harmonized regionally, with Rotterdam acting as leading municipality.

All Social Return professionals in the Rijnmond region act under the same umbrella, the WSP, but act on behalf of their municipality and are positioned there. In Rotterdam, there are four different types of Social Return professionals: the advisor, the business designer, the account manager and the back-office. In each position, there is more than one professional and these professionals are positioned differently in the municipality. The advisor and the business designer are positioned per cluster (6 in total) in the municipality, while the account manager is positioned per branch and the back-office is positioned at the Employer Service Point.

### **7.2.5 Friesland Region**

The second interview was conducted with a project leader of the Social Return coordination point of the Friesland province. In the whole of Friesland, Social Return policy is harmonized. The coordination point is independent from the municipalities, so there is no leading municipality.

In Friesland and its municipalities, there is one official type of Social Return professional and there are two other types of professionals who are also involved in Social Return. These three professionals are: the project leaders, the account managers and the back-office. The project leaders act on behalf of the whole province and are positioned in the central coordination point. The other professionals are still part of the coordination point, but they are positioned differently. The first, the account managers, act on behalf of their municipality and are positioned there. The second, the back-office is positioned centrally, but

separate from the project leaders. There are two project leaders who share one part-time position and there are multiple account managers.

#### **7.2.6 Den Bosch – North East Brabant Region**

The third interview was conducted with the programme manager Social Return of the social work company (sociaal werkbedrijf – SW) of the Den Bosch municipality. Social Return policy is harmonized in the North-East Brabant region, but the Social Return professionals are positioned at 3 sub-regional SW companies, where they act in behalf of corresponding municipalities and divide tasks from other authorities such as the province.

For the sub-region of Den Bosch, there are two types of professionals who are part of ‘the Social Return service desk’: the coordinator Social Return (which is the same person as the programme manager) and the account managers Social Return. Another type of professional who can be involved in the Social Return process is the matcher, who is also positioned at the SW company (which is called WeenerXL). There is one coordinator and three account managers for the Den Bosch sub-region.

#### **7.2.7 Heeze-Leende, Valkenswaard, and Waalre – South East Brabant Region**

The fourth interview was conducted with the coordinator Social Return of SW company Ergon for the municipalities of Eindhoven, Heeze-Leende, Valkenswaard, and Waalre (HVW-region). She is responsible for Social Return in the HVW-region. In the South-East Brabant region, policy is harmonized and has been inspired by the policy of North-East Brabant. All Social Return Professionals act on behalf of their municipality or sub-region.

In this region, there is one type of Social Return professional: the coordinator. Other professionals who can be involved in the Social Return process are the project leaders, who are positioned at the municipal level. There is one coordinator for the HVW-region and there are multiple project leaders.

#### **7.2.8 Apeldoorn**

The fifth interview was conducted with both interviewee 5 as well as interviewee 6. Interviewee 5 is advisor/coordinator Social Return at the Apeldoorn municipality. The municipalities of Apeldoorn, Deventer and Zutphen have partly harmonized Social Return policy and they are now also looking into more working more closely with the Zwolle and Twente region (the Eastblock – ‘het Oostblok’).

In the Apeldoorn municipality, there is one type of Social Return professional: the advisor/coordinator, who is positioned at the social department of the municipality of Apeldoorn. Other professionals that can be involved in the Social Return process are the

account manager and the monitoring support from the procurement department. There is only one advisor and one monitoring support; there are multiple account managers.

### **7.2.9 Zutphen and Lochem**

Interviewee 6 was also interviewed during interview 5. Interviewee 6 is coordinator Social Return at SW company GelreWerkt! for the municipalities of Zutphen and Lochem. The municipalities of Apeldoorn, Deventer and Zutphen have partly harmonized Social Return policy they are now also looking into more working more closely with the Zwolle and Twente region (the Eastblock).

In the Zutphen and Lochem region, there is one type of Social Return professional: the coordinator, who is positioned at the SW company of the municipalities of Zutphen and Lochem. Other professionals who can be involved are the account managers. There is only one coordinator and there are multiple account managers.

### **7.2.10 Enschede – Twente Region**

Interviewee 7 is contract manager Social Return for the Enschede municipality, but in the region he calls himself coordinator Social Return. Social Return policy is harmonized for the Twente region, and partly harmonized with the Zwolle region. There are three coordinators per sub-region who all have almost the same task and work closely together. The Social Return professionals in Twente thus act on behalf of their municipality or sub-region, but work together closely.

In the Enschede municipality, there is one type of Social Return professional: the coordinator, who is positioned at the procurement department of the municipality. Other professionals who can be involved in the Social Return process are the procurement office and the work advisors.

### **7.2.11 Zwolle Region**

Interviewee 8 and 9 are Social Return specialists for the Zwolle region at the Zwolle municipality. They share their position, and share the same roles, there is no formal task division but they have divided some accounts. Social Return policy is harmonized for the Zwolle region, with Zwolle being the centre municipality; the policy is partly harmonized with the Twente region.

For the Zwolle region, there is one type of Social Return professional: The Social Return specialists, who are positioned in the project team work company, where they are based in Zwolle but act on behalf of the region. Other professionals that can be involved in the Social Return professionals are the account managers, who are either positioned at the

sub-regional or municipal level. There are two Social Return specialists and multiple account managers.

#### **7.2.12 Utrecht – Midden Utrecht Region**

Interviewee 10 is project leader Social Return at the municipality of Utrecht. Social Return policy is harmonized for the midden-Utrecht region. He is part of a team with two advisors Social Return; they are positioned in the Work division of the Work and Income department.

In the municipality of Utrecht, there are two types of Social Return professionals: the project leader and the advisors, who are positioned at the municipality in the Work division of the Work and Income department. Other professionals that can be involved in the Social Return process are people from the procurement department and work advisors, who are also positioned at the municipality. There is one project leader Social Return, two advisors Social Return and multiple people from the procurement department.

#### **7.2.13 Amsterdam**

Interviewee 11 is strategic advisor Social Return at the municipality of Amsterdam. Social Return policy is not harmonized in the region, but they do work closely with the municipality of Diemen regarding Social Return. She is part of the ‘Bureau Social Return’, with 10 Social Return professionals, which is positioned under the Social cluster (‘cluster Sociaal) and then the Directorate Subsidies, Social, Legal (Directie Subsidie, Sociaal, Juridisch).

In the municipality of Amsterdam, there are four types of Social Return professionals: the team manager, the strategic advisors, the contract advisors and the contract administrators (which is the back-office), who are all positioned as described above. Other professionals who can be involved in the Social Return process are (among others) contract managers, lead buyers and the employer service point. In total, there are ten Social Return professionals, five lead buyers and multiple contract managers.

## Appendix 4: Indicative Words for Analysis of Interviews

	Dutch word	English Translation
<i>Roles</i>		
Internal Social Return Lobbyist	Aandacht, Borging, Lobby, Investeren, Collega's	Attention, Secure, Lobby, Invest, Colleagues
Internal Social Return Policy Maker	Beleid, Harmonisering, Regels, Aanpak, Uitvoering	Policy, Harmonization, Rules, Approach, Execution
Internal Social Return Advisor	Advies, Adviseren, Informatie, Invulling, Meedenken	Advice, Advising, Information, Fulfilment, Think along
Contact Initiator	Contact, Start, Begin, Opnemen	Contact, Start, Begin, Initiate
Stakeholder Coordinator	Coördineren, Stakeholders, Koppelen, Begeleiden	Coordinate, Stakeholders, Linking, Guide
Social Return Monitor	Monitor, WIZZER, Systeem, Meekijken, Bijhouden	Monitor, WIZZER, System, Watch, Keeping track
Social Return Enforcer	Handhaving, Boete, Clausule, Sanctie	Enforcing, Fine, Clause, Sanction
<i>Process Factors</i>		
Phase of the procurement Process	Fase, Onderdeel, Proces, Moment	Phase, Element, Process, Moment
Role of the contractor	Opdrachtnemer, Werkgever, Bedrijf	Contractor, Employer, Company
<i>Organizational Factors</i>		
Regional Cooperation	Regionale positionering, Regio, Samenwerking, Arbeidsmarktregio	Regional positioning, Region, Cooperation, Labour Market Region
Departmental Positioning	Positionering, Onderdeel, Cluster, Afdeling, Team	Positioning, Part, Cluster, Department, Team
Number of Professionals	Collega's, Team, Aantal, Werknemers	Colleagues, Team, Number, Employers

## Appendix 5: Translation of Quotes from the Analysis

Quote	Translation
<i>Respondent 1</i>	
<i>“Stel he, jij krijgt van ons voorop gegeven maar 40 kilometer rioolbuizen, dan ontvang jij daarna een brief en een afspraak met een accountmanager”</i>	<i>“Imagine that you are contracted to provide 40 kilometres of sewage pipes, then you receive a letter and an appointment with an account manager”</i>
<i>Kijk he, de werkgever heeft natuurlijk een stukje verantwoordelijkheid en [...] dat die zelf initiatief neemt [...]. Maar zijn er ook zat die zien het als een moeite [...] en die worden dan wat meer benaderd, wordt er door ons op gestuurd.”</i>	<i>“Look, the employer of course has some responsibility and [...] has to take some initiative [...]. But there are also plenty that see it as an obligation [...] and those are then approached more, there is more interference from us.”</i>
<i>“Zeker bij hele grote, ingewikkelde aanbestedingen wordt er een projectteam samengesteld [...] en dus willen wij daar graag ook bij aanwezig zijn.”</i>	<i>“Especially for really large, complicated tenders a project team is composed [...] and of course we really want to be present there.”</i>
<i>“We willen wel met heel de regio Rijnmond hetzelfde beleid ontwikkelen, dus waar ik nu bijvoorbeeld heel druk mee ben is dat ik met mijn regiogenoten [...] om het beleid dat wij voor ogen hebben te schrijven [...] omdat zij ook [...] hun wethouders de handtekening willen zetten [...] dat maakt het wel meteen lastig want je zit dus met 8 a 9 clusters. “</i>	<i>“We do want to develop the same policy for the whole Rijnmond region, so what I am for example very busy with now is that together with my regional counterparts [...] we are writing the policy that we have in mind [...] because also their [...] alders want to give their signature [...] that immediately brings challenges because you are dealing with eight or nine [regional] clusters.”</i>
<i>“Dat is bij ons gewoon allemaal heel strak geregeld want wij hebben ook de capaciteit ervoor, om te handhaven [...] en we hebben de tijd en mensen om met werkgevers in gesprek te gaan.”</i>	<i>“That is just all very well organized for us, because we also have the capacity for it, to enforce [...] and we have the time and the people to talk to employers.”</i>
<i>Respondent 2</i>	
<i>“De werkgever heeft zich geconformeerd aan deze verplichting om binnen 7 dagen contact op te met de accountmanager [...]. De accountmanagers hebben wel in beeld als er een gunning is geweest en ze zijn bijvoorbeeld nog niet gebeld, dan gaan ze er zelf achteraan maar in de eerste instantie ligt die verplichting bij de werkgever zelf.”</i>	<i>“The contractor has agreed to the obligation to initiate contact with the account manager within seven days [...] The account manager do see when a tender has been awarded and they have not been called, in that case they follow-up on it, but in first instance the obligation lies with the contractor themselves”</i>
<i>“We hebben gezegd, we doen 1 paragraaf,</i>	<i>“We agreed to using only one paragraph, so</i>

<p><i>zodat we ervoor kunnen zorgen dat het in zoveel mogelijk bestekken komt. [...] En natuurlijk zijn er nog wel aanbestedingen waarbij je kan afwijken, en dan wordt de accountmanager erbij geroepen om te vragen: hoe reel vind je dit? En zie je hier nog extra kansen in?"</i></p>	<p><i>that we can make sure it is included in as many specifications [...]. And of course there are tenders for which you can deviate and then the account manager is called in to ask: how realistic do you think this is? And do you see some extra opportunities?"</i></p>
<p><i>"Ja, er wordt inderdaad echt goed op goed op getoetst of alle Social Return activiteiten ook daadwerkelijk conform beleid zijn en volgens de regels die we hebben afgesproken. Dat diegene ook echt uit de uitkering komt, daar wordt wel een actieve controle op uitgeoefend."</i></p>	<p><i>"Yes, it is indeed thoroughly assessed whether all Social Return activities are actually conform policy and according to the roles that we agreed on. There really is an active check on whether the person is really from the benefits scheme."</i></p>
<p><i>"Het functieprofiel wordt ook wel echt vanuit de werkgever verwacht en dat wordt ook wel in samenspraak opgesteld omdat de accountmanager natuurlijk ook wel beter weet wat je wel en niet kan verlanger en wat je wel en niet kan uitvragen."</i></p>	<p><i>"The job profile is also really expected from the contractor and it is also constructed in collaboration with the account manager because of course the account manager knows better what you can or cannot demand and what you can or cannot ask"</i></p>
<p><i>"Het [Social Return] heeft gewoon aandacht nodig om te groeien en om te bloeien [...] en dat is ook het spannende, zodra de aandacht er een beetje afgaat dan gaat de kwaliteit ook gelijk achteruit [...] wij rapporteren ook Social Return om er aandacht voor te houden. "</i></p>	<p><i>"It [Social Return] just needs attention to grow and to blossom [...] and that is the exciting part, as soon as the attention drops a little, the quality also immediately drops [...] we also report on Social Return to keep the attention for it."</i></p>
<p><i>"Gelukkig komt het niet vaak voor, we hebben het denk ik in die 5 jaar 2 keer gehad zal ik maar zeggen."</i></p>	<p><i>"Fortunately it does not happen often, I think we have only had that approximately two times in these five years."</i></p>
<p><i>"Om het allemaal zelf uit te zoeken is gewoon heel tijdrovend en ingewikkeld als je er nooit mee te maken hebt. Dat is hetgene waarvan toen in Friesland is gezegd van de dingen die we kunnen bundelen [...] daar gaan we een coördinatiepunt opzetten zodat de werkgevers altijd een aanspreekpunt hebben [...] waar ze naartoe kunnen bellen."</i></p>	<p><i>"To figure it all out yourself is just very time consuming and complicated when you never deal with it. That is the thing of which it was said in Friesland: the things we can combine [...] for those we set up a coordination point so employers always have a point of contact [...] to which they can call."</i></p>
<b>Respondent 3</b>	
<p><i>"De accountmanagers hebben contact met het UWV, die hebben ook periodiek overleg, die brengen er ook de vacatures in. [...] We kijken eerst met onze eigen matchers,[van WeenerXL]</i></p>	<p><i>"The account managers are in touch with the UWV, they have a periodic meeting, and they also bring in the job openings there. [...] We first consider with our own matchers [from the</i></p>

<p><i>die de doelgroepen onder zich hebben van hebben wij iemand die we erop kunnen leveren.”</i></p>	<p><i>WeenerXL company], who are responsible for people from the target group, whether we have someone that could be considered.”</i></p>
<p><i>“Ook in het landelijke kennisplatform van Interpactum [...]. Waar ik zelf met name last van heb, is als we op landelijke platformen zijn dat je altijd te maken hebt met nieuwkomers, en voor ik het weet ga ik de deur uit met honderdduizend opdrachten.”</i></p>	<p><i>“Also in the national knowledge platform of Interpactum [...] what especially bothers me when we are at national platforms is that there are always newcomers, and before I know it, I leave with a hundred thousands assignments.”</i></p>
<p><i>Respondent 4</i></p>	
<p><i>“Als het Social Return opgenomen wordt dan ga ik meedenken[...]. Want we hebben wel beleid [...] maar er is altijd nog een inhoudelijke afweging.”</i></p>	<p><i>“When the Social Return is included then I am included in the deliberation [...], because we do have policy [...] but a substantive assessment is always involved.”</i></p>
<p><i>Sommige opdrachtnemers die hebben het helemaal in hun voegen zitten en die [...] doen al heel veel en daar heb ik gewoon een monitoringtaak en ik kan ze de weg wijzen maar daar hoef ik niet zo heel veel in te doen”</i></p>	<p><i>“Some contractors have in completely in their DNA and those [...] already do a lot and for them, I just have a monitoring task and I could show them the way, but I don’t have to do that much.”</i></p>
<p><i>“ Wanneer de opdracht begint blijft ik in de rol van coördinator [...] van hoe breng ik die werkgever nou in contact met werkmakelaars, arbeidsmakelaars, accountmanagers die bij de doelgroep kunnen.”</i></p>	<p><i>“And when the assignment starts I stay in the role of coordinator [...], of how do I bring this contractor into contact with work brokers, labour brokers, account managers who have access to the target group”</i></p>
<p><i>“Wij [coördinatoren] geven signalen af en denken mee wat vanuit de praktijk nodig is, maar het opstellen van het beleid doen we niet zelf. Dan doen beleidsmedewerkers van de gemeente”</i></p>	<p><i>“Us [coordinators] give signals and contribute to considerations of what is needed from a practical viewpoint, but we do not write the policy. That is done by the policy employees of the municipality.”</i></p>
<p><i>“daar zijn we op dit moment heel erg zoekende in als coördinatoren, [...] omdat bepaalde sectoren ook heel veel moeite hebben met het invullen van Social Return, en dat is reëel.”</i></p>	<p><i>“We are currently very much trying to figure this out as coordinators, [...] because certain sectors are having a lot of trouble with their fulfilment of Social Return, which is realistic.”</i></p>
<p><i>“Die [projectleider] heb je hard nodig, want dat is eigenlijk wel de manager van de opdracht. [...] En dat vind ik dan wel weer, als we het net hadden over voor en nadelen van een coördinatiefunctie in 1 organisatie, maar om de projectleider in te zetten is dit weer een voordeel.”</i></p>	<p><i>“You really need them [project leader], because that actually is the manager of the tender. [...] and regarding what we just discussed about the advantages and disadvantages of a coordinating position in one organization, but to use the project leader this [the current state] is an advantage.”</i></p>



<i>Respondent 5</i>	
<i>“Het is heel veel lobbyen! [...] Puur als je kijkt naar de mate van investeren [...] ik heb hier ook wel eens aangegeven, er kan nog veel meer. Maar dan zal er meer ambtelijke inzet moeten komen.</i>	<i>“It is a lot of lobbying! [...] Just if you look at the extent of investment [...] I have also mentioned here that there is a lot more possible, but then there has to be more capacity from the civil service.”</i>
<i>Respondent 6: “we hebben op dit moment regionaal een handhavingsdossier.”</i> <i>Respondent 5: “dat is eigenlijk ook de eerste in al die jaren. “</i>	<i>“We currently have a regional enforcement file.” – Respondent 6 (Zutphen), “which is actually the first in all those years.”</i>
<i>Respondent 6</i>	
<i>“In Zutphen heb je 67 budgethouders [...] en dat maakt het lastig [...]dat er vaak een aanbesteding met Social Return de deur uit is gegaan maar dat ik daar niet van weet.”</i>	<i>“In Zutphen there are 67 budget holders [...] what makes it difficult is [...] that often, a tender including Social Return is sent out but I am not made aware of it.”</i>
<i>“En het lastige van dat je gepositioneerd bent vanuit het werkbedrijf is dat je geen invloed rechtstreeks hebt op het beleid.” Verder zei ze: “Als je het hebt over positionering denk ik zelf dat het veel handiger is om bij de gemeente gepositioneerd te zijn, omdat je daar dan ook invloed hebt op de doorontwikkeling van Social Return [...] bovendien heb je ook in het kader van AVG dat dat moeilijk realiseerbaar is. “</i>	<i>“And the difficulty of being positioned at the work company is that you do not have direct influence on the policy.” Furthermore, she stated “If you are talking about positioning I personally think that it is much more convenient to be positioned at the municipality, because there you can influence the development of Social Return [...], on top of that, you also have the privacy laws that are difficult to realize.”</i>
<i>Respondent 6: “Wij hebben de training gedaan, met z'n drieën bij Interpactum, [...], die organiseren ook 2 keer per jaar een kenniskring bijeenkomst. Wat mij opviel in die training is dat je veel kennis deelt, maar daarnaast vind ik ook de vaardigheden en de rol van coördinator ook belangrijk, want daarin zie je ook grote verschillen in het land, van functionarissen. [...] Het is best wel complex om al die rollen te kunnen [...] Ik vind wel dat daar onvoldoende aandacht voor is.”</i>	<i>“The three of us had the training at Interpactum [...], they also organize a conference twice a year. What stood out to me was that you share a lot of knowledge in that training, but besides that I also think that the skills and the role of coordinator is also important, because you see large difference across the country, of the professionals. [...] It is quite complex to take all those roles [...] I do think that that is not receiving enough attention.”</i>
<i>Respondent 7</i>	
<i>“Ik beantwoord ook de vragen die komen op de nota van inlichtingen, als de opdrachtnemers vragen hebben over Social Return.”</i>	<i>“I also answer questions that come through the note of information, if the contractors have questions regarding Social Return.”</i>

<p><i>“We hebben twee keer met werkgevers om de tafel gezeten, in eerste instantie voordat het beleid werd vastgesteld. Daar is bijvoorbeeld ook uitgekomen dat we leerlingen mee gingen nemen in het Social Return beleid, dat was in eerste instantie niet. “</i></p>	<p><i>“We have gotten together with contractors twice, initially before the policy was determined. This led for example to the inclusion of students in the Social Return policy, which was not planned initially.”</i></p>
<p><i>Respondent 8&amp;9</i></p>	
<p><i>Respondent 9: “Ik heb net alle zorgcontracten bijvoorbeeld doorgenomen, en dan zie je van bepaalde zorgorganisaties blijven achter en dan ga ik ze een mail sturen van joh, is het misschien aan je aandacht ontsnapt [...], heb je hulp nodig?”</i></p>	<p><i>“For example, I just went through all the health care contracts, and then you see that certain health care organizations are lagging behind, and then I send them an e-mail saying: well, did it maybe escape your attention [...], do you need help?”</i></p>
<p><i>Respondent 8: Wat wij na die gunning eigenlijk ook doen is een stukje contractmanagement overnemen van de projectleider.” Respondent 9 voegt toe: “Je hebt het woord WIZZER al gehoord waarschijnlijk, daar doen we dat dan.”</i></p>	<p><i>“What we actually do after the awarding is also taking over part of the contract management from the project leader.” – Respondent 8, “You have probably heard the word WIZZER, that is where it happens.” – Respondent 9</i></p>
<p><i>Respondent 8: “De regionale, dat is eigenlijk de beste keus voor elke gemeente, of het moet echt een grote gemeente zijn [...] maar de meeste zijn gewoon te klein om echte expertise op te kunnen bouwen [...] en daarnaast regionaal, je hebt ook echt het regionale volume.”</i></p>	<p><i>Respondent 8: “The regional, that is actually the best choice for each municipality, or it has to be a really large municipality [...] but most are just too small to build up real expertise [...] and besides that, regionally, you really have the regional volume.”</i></p>
<p><i>Respondent 10</i></p>	
<p><i>“Als het een opdracht is waar we denken mensen uit de participatiewet te kunnen plaatsen, kan er ook iemand van het werkgeversservicepunt aansluiten, die ook van die sector is, zodat die ook eventuele vacatures kan ophalen.”</i></p>	<p><i>“If it is an assignment that we think could include people from the participation law, there is the possibility to include someone from the employer service point, who is responsible for that sector, so that they can collect potential job openings”</i></p>
<p><i>“Ik denk dat positionering bij het WSP wel goed is, omdat je dan toch, je zit dicht op de doelgroep. Maar het gaat er ook om, hoe beweeg je door de organisatie. [...] het is ook een houdingsaspect he, dan kun je ook prima voeding halen bij de afdeling inkoop [...] het gaat er ook om, hoe organiseer je het proces met elkaar, als je in het proces goed bent aangehaakt bij inkoop, dan nouja.”</i></p>	<p><i>“I think the positioning at the employers service point is good, because you are close to the target group. However, it is also about, how do you move through the organization [...] and it is also a matter of attitude, then you can also get input from the procurement department. [...] It is also about, how do you organize the process together, if you are well connected in the process to procurement, then well.”</i></p>

<p><i>“We hebben nu nog te weinig capaciteit, dat heeft heel veel impact op de monitoring, het is ook echt wel tropenjaren hier als adviseur Social Return, omdat je van alle markten thuis bent, ze zijn betrokken bij het inkoopproces en die betrokkenheid wordt alleen maar groter.”</i></p>	<p><i>“We currently lack capacity, this really impacts the monitoring. As an advisor of Social Return here, these are difficult years, because you need to be a jack of all trades, they are involved in the procurement process and that involvement is only increasing.”</i></p>
<p><i>Respondent 11 – **Statements based on Notes from Interview**</i></p>	
<p>Opdrachtnemers moeten contact leggen met het bureau Social Return, doen ze dit niet dan begint het contact via de contractmanager. Vaak zitten we gezamenlijk met de opdrachtnemer rond de tafel.</p>	<p>Contractors should contact the Social Return bureau; if they do not do this, the contact is initiated through the contract manager. We often hold the conversation with the contractor together.</p>
<p>In de startgespreken wordt besproken waarom Social Return wordt toegepast, waar de kansen liggen bij het bedrijf. We merken meer en meer dat we minder uit hoeven te leggen aan opdrachtnemers.</p>	<p>During the initiation conversations it is discussed why Social Return is included and where opportunities lie for the company. We notice more and more that we have to explain less to the contractors .</p>
<p>We hebben een rol van verbinden [...] Werk is 1 van de mogelijkheden om Social Return in te vullen, maar er liggen ook kansen bij werk en integratie en bij sociale werkgeveers, hier helpen wij bij.</p>	<p>We have a connecting role [...] Labour is one of the possibilities to fulfil Social Return, but there are also opportunities at work and integration and at social employers, we help with this.</p>
<p>Eerst is er in 2008 nieuw Social Return beleid opgesteld, dit is in 2016 herijkt. Ook dit doen we zelf bij bureau Social Return, we zijn zowel de beleidsschrijvers als de uitvoering.</p>	<p>New Social Return policy was first constructed in 2008, which is re-evaluated in 2016. This, we also do ourselves at the Social Return bureau; we are policy makers as well as the execution.</p>
<p>Soms wordt er een boete clausule opgenomen in het bestek, deze kan dan in werking treden. [...] Maar de focus ligt op verbinding en ondersteuning middels een gesprek.</p>	<p><i>Sometimes a fine clause is included in the specification, which can then be activated. [...] However, the emphasis lies on connecting and supporting through conversation.”</i></p>

## Appendix 6: Role Division per Professional

Case:	Rotterdam	Friesland	Den Bosch	HVVW-region	Apeldoorn	Zutphen	Enschede	Zwolle	Utrecht	Amsterdam
<i>Internal Social Return Lobbyist</i>	Advisor, Business Designer	Account manager	Coordinator, Account manager SR	-	Coordinator	Coordinator	-	SR Specialists	-	Strategic advisors, Contract advisors
<i>Internal Social Return Advisor</i>	Advisor, Business Designer	Account manager, Project coordinator	Coordinator,	Coordinator	Coordinator	Coordinator	Coordinator, procurement office	SR Specialists	Advisor SR	Strategic advisors, Contract advisors
<i>Social Return Policy Maker</i>	Advisor	Project coordinator	Coordinator, Policy Employee, Municipal delegate	Policy employee	Coordinator	Policy employee	Coordinators, Policy employee	SR Specialists, Policy employees	Project leader SR, Advisor SR	Strategic advisors, Contract advisors
<i>External Social Return Advisor</i>	Account manager SR, Business Designer	Account manager, Project coordinator	Coordinator, Account manager SR	Coordinator	Coordinator, Account manager	Coordinator	Coordinator	SR Specialists	Advisor SR	Strategic advisors, Contract advisors
<i>Contact Initiator</i>	Account manager SR	Account manager	Account manager	Coordinator	Coordinator	Coordinator	Coordinator	SR Specialists	Advisor SR	Strategic advisors, Contract advisors
<i>Stakeholder Coordinator</i>	Account manager SR	Account manager	Account manager, Matchers, Consultants	Coordinator, Mediator	Account manager	Account manager	Coordinator, Advisor Work	Account manager	Company advisor	Strategic advisors, Contract advisors, Employer service point
<i>Social Return Monitor</i>	Back-office, Account manager SR, Business Designers, Advisor	Account manager, Back-office	Project leader, Account manager, Coordinator	Coordinator	Coordinator, Assistant WIZZER	Coordinator	Coordinator	SR Specialists	Advisor SR	Contract owners, Strategic advisors, Contract advisors
<i>Social Return Enforcer</i>	Account manager SR	Account manager	Project leader, Account manager, Coordinator	Project leader	Coordinator, Project leader	Coordinator, Project leader	Coordinator, Project leader	SR Specialists, contract partner	Advisor SR, contract manager, project leader	Strategic advisors, Contract advisors, Municipality



**Coding 2: Coding per Role**

SRP: Social Return Professional

NSP: Non-Specialized Professional

Case:	Rotterdam	Friesland	Den Bosch	HZVVW-region	Apeldoorn	Zutphen	Enschede	Zwolle	Utrecht	Amsterdam
<i>Internal Social Return Lobbyist</i>	SRP 1 SRP 2	SRP 1	SRP 1 SRP 2	-	SRP 1	SRP 1	-	SRP 1	-	SRP 1 SRP 2
<i>Internal Social Return Advisor</i>	SRP 1 SRP 2	SRP 1 NSP 1	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1 NSP 1	SRP 1	SRP 1	SRP 1 SRP 2
<i>Social Return Policy Maker</i>	SRP 1	SRP 1	SRP 1 NSP 1 NSP 2	NSP 1	SRP 1	NSP 1	SRP 1 NSP 2	SRP 1 NSP 1	SRP 1 SRP 2	SRP 1 SRP 2
<i>External Social Return Advisor</i>	SRP 2 SRP 3	SRP 1 NSP 1	SRP 1 SRP 2	SRP 1	SRP 1 NSP 1	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1 SRP 2
<i>Contact Initiator</i>	SRP 3	NSP 1	SRP 2	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1 SRP 2
<i>Stakeholder Coordinator</i>	SRP 3	NSP 1	SRP 2 NSP 3 NSP 4	SRP 1 NSP 2	NSP 1	NSP 2	NSP 3	NSP 2	NSP 1	SRP 1 SRP 2 NSP 1
<i>Social Return Monitor</i>	SRP 1 SRP 2 SRP 3 SRP 4	NSP 1	SRP 1 SRP 2	SRP 1	SRP 1 SRP 2	SRP 1	SRP 1	SRP 1	SRP 1	SRP 1 SRP 2 SRP 3
<i>Social Return Enforcer</i>	SRP 1 SRP 2 SRP 3	NSP 1	SRP 1 SRP 2 NSP 5	SRP 1 NSP 2	-	-	SRP 1 NSP 4	SRP 1 NSP 3	-	SRP 1 SRP 2 NSP 2