Harlem's oil: Leadership in a collaborative context

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Leadership in a collaborative context

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Inhoud

1 Introduction

Academic literature points to the importance of good leadership for successful collaborative governance. Collaborative arrangements are marked by a shared commitment to and responsibility for a common goal – solving a problem or problems that cannot be handled by a single organization (Bryson et al., 2015; I. Choi & Moynihan, 2019; McGuire, 2006; Mosley & Jarpe, 2019). Especially within collaborative governance arrangements that are externally mandated, leaders or "boundary spanners" as Behrens (2014) calls them, can help build relationships between partner organizations and motivate them to commit to the common goal. However, what constitutes good leadership is context-dependent (Yukl, 2012). Studying leadership within collaborative arrangements is a complicated affair due to the multi-level and often non-hierarchical nature of the arrangements (Bryson et al., 2015). This research focuses on how the collaborative environment influences the role perceptions of leaders and the leadership behavior they employ. It does this through focusing on the role of Coordinating Functionaries Population Care (from now on CF PC) or the daily coordinators or managers who support these CF PC's. The people of the research population oversee and facilitate crisis management by municipalities within the legally mandated collaborative institution of the Dutch Veiligheidsregio (Safety Region, from now on SR). This municipal crisis management is called Population Care (Dutch: Bevolkingszorg, from now on PC). This research has an explanatory and exploratory design and uses a mixed method approach. It combines the methods of survey and consecutive interviews, while also using non-academic primary sources to gain more insight into the collaborative context besides the answers the respondents provide.

In this chapter, the case is introduced, the research question is posed, the relevance of answering this question is established and an outline of the complete thesis is given.

1.1 Introduction of the case

SR's are excellent examples of collaborative government arrangements. While they are a formal institution, they consist of several independent organizations within the SR organization, and each of these partners organization brings with it its own network of crisis partners. Amsler (2016) places collaborative governance in the context of a larger ongoing debate in the field of public administration on the relationship between politics, management and law. Indeed all these dimensions are found to be present in SR's. They are installed by law, managed by professionals and administrative accountability lies with the municipalities.

SR's are modeled on the principle of extended local governance, which means that municipalities become obligated to work together in public bodies alongside the police, medical services and fire brigade. Together with their regional networks, these four sectors of crisismanagement – or crisis columns, as they referred to by people in the field – constitute the SR. In total, 25 SR's are installed in the Netherlands, in congruence with how the Dutch police was organized in that moment in time (van Veldhuisen et al., 2013). The board consists of the mayors of the municipalities, with one of them (generally the major of the largest municipality) carrying final responsibility. That this accountability is not merely symbolic was demonstrated by the resignation of the mayorship by chairperson of SR Haaglanden, Pauline Krikke, after the annual local bonfire competition had gotten severely out of hand (Nu.nl, 2019).

The reason for the installation of the SF's are two consequential disasters in the early two thousands – the fireworks disaster in Enschede in 2000 and the pubfire in Volendam in 2001. During these disasters it became apparent that the system of local crisis management that was in place was insufficient to effectively deal with larger incidents, in particularly with regards to the collaboration between diverse emergency services. These two disasters, taken together with a demand for better quality of firefighting and the rise of new kinds of crises such as the terrorist attacks of 9/11, birdflue and the threat of a SARS-epidemic, made clear that reorganization of the crisis field in the Netherlands was required. This resulted in de Wet Veiligheidsregio's (Law Safety Regions, from now on: Wvr) in 2010. The goal of the collaboration was thus to address a complex issue and to secure a common good through a new form of governance (Van Veldhuisen et al., 2013).

The municipalities' crisismanagement forms the "fourth column " of the SR, named "Population Care" (PC). PC within a SR is coordinated by the Coordinating Functionary PC , as mandated in the Wvr (Wet veiligheidsregio's, 2010, art. 36.) The CF PC is meant to coordinate and facilitate municipalities in fulfilling their PC tasks through five crisis processes that are legal tasks (IFV, 2018). This can be a challenging job, as municipalities are not typically crisis organizations, yet they are mandated to collaborate. Simultaneously, the law does not prescribe a required degree of collaboration and the CF PC is not hierarchically in charge of partner organizations.

In 2020 an evaluative rapport of the Wvr was published that advocated both legal and organizational reform, in order for SR's to become more effective and better adapted to the future crisis landscape (E. Muller et al., 2020). This rapport points to the social relevance of (innovating) the work of SR's, as the evaluative rapport states that currently, SR's are not good at collaborating on the cross-regional level. More-over, the rapport argues that their current design does not allow SR's to effectively deal with non-traditional crises, which are expected to increase in the coming years. The global crisis of the Corona-pandemic that is regionally coordinated through SR's demonstrates the importance of adapting the work of SR's to the future crisis land-scape. Law amendment is recommended, through making a clear distinction between the tasks of the SR's that are fire-brigade related, and that crisis-management related. This breach in trend is signaled by a proposed title change of the law from Wvr to Wet Brandweerzorg en Crisisbeheersing (Law Firebrigade-care and Crisismanagement). In short, the focus of the law will shift from short-term disasters to cross-regional collaboration on larger, modern crises and many of law-articles will be rephrased to make the law more effective (E. Muller et al., 2020). The minister of Justice has reacted positively to the proposed law amendment. The expectation is that the law will be amended in accordance with the majority of the recommendations made in the rapport (Kabinetsstandpunt evaluatie Wet veiligheidsregio's, 2021). This means that the whole organization of the SR is expected to experience significant change in the coming years.

The trends underlying these developments have long been present and have been detected before the publication of the evaluative rapport. For PC, this becomes most salient in the Ambitie-agenda Bevolkingszorg 2020-2024. This agenda posits a number of ambitions which include stronger branding so that the visibility of PC increases, adapting to new crises types and more intensive use of the national network; all while maintaining continuity of the current crisis-organization (*Ambitie-agenda Bevolkingszorg 2020-2024, samenvatting*, 2019). Leadership may play a big role in realizing these ambitions.

This research focuses on leadership within the PC-column of the SR. As stated in the above, the four main components of the SR's are the fire brigade, the police, the medical services and the crisismanagement of the municipalities. PC is the crisis management of all the municipalities within a SR. They need to collaborate to offer a valuable contribution to the crisis service of the SR. This research uses this as a case study of a collaborative context within which leaders operate and is interested in how they aim, through their position, to make this collaborative endeavor successful.

1.2 Research Question

In the thesis the following research question is posed: *To what extent does the collaborative context in which leaders operate, shape their role perception and the leadership behaviors they employ?*

In order to answer this research question, the following sub-questions are posed:

1. How do leaders describe the collaborative context in which they operate?
2. Which leadership behaviors do they employ?
3. How do leaders perceive their role within the collaborative context in which they operate?

In chapter four, these sub-questions are answered to structure the results.

1.3 Research Methods

This is qualitative, small-N study that uses a mixed methods-approach. The goal is both to explore and explain. Methods of research are a survey consisting out of a mix of open and multiple choice questions and interviews. For the survey, existing models serve as the basis for the questions. In total, 16 respondents from 25 VR's have participated in the survey. The semi-structured follow-up interviews – 7 in total – are analyzed through open-coding, a methodology that enables for alternative explanations, reduces bias and allows for theory-building grounded in data(Given, 2008; Van Thiel, 2020).

1.4 Relevance

This research has both academic and social relevance. Scientifically, this research can offer a valuable contribution to both collaborative governance and leadership studies, which are both popular fields within public administration (Ansell & Gash, 2007; Behrens, 2014; Bryson et al., 2015; T. Choi & Robertson, 2014; Crosby & Bryson, 2018; Yukl, 2012). However, this research specifically contributes to the literature that studies leadership within collaborative governance (Agbodzakey, 2020; Bryson et al., 2015; Sabah & Lahat, 2021). While a copious amount of attention has been paid to what factors or conditions are helpful or hindering to collaborative governance – and the literature poses that leaders might alleviate those hindering factors and stimulate the helpful ones – very little attention has been paid to the leaders themselves (Bryson et al., 2015). How well aware are they of these challenging factors? How consciously do they choose certain behaviors to effectively stimulate

collaboration? Are these behaviors in line with what the literature recommends for collaborative leadership? These are the kind of questions this thesis addresses.

That these question are not only relevant to ask, but in fact necessary, is confirmed by Hagedorn Krogh (2020). She reflects on the shift in mindset that is requires to depart from to traditional governance institutions in favor of forms of collaborative governance. This struggle becomes tangible in the fact that very often, collaborative governance is hierarchically mandated – as is the case with this case study into CF PC's within SR's, as SR's are installed by law (Wet veiligheidsregio's, 2021). Hagedorn Krogh (2020) reflects that this exactly this external mandate can frustrate the horizontal dynamic of network collaboration, as the choice to participate in the network was not voluntary. She writes:

> The co-existence of old and new institutions of government and governance creates new tensions and dilemmas that public managers of mandated networks must learn how to handle in order to effectively facilitate the cross-sector collaboration needed for developing innovative and robust solutions to the wicked problems of our time (pp. 2).

A research gap can be detected in the lack of exploration into the role of leaders within mandated collaborative governance networks (Behrens, 2014; Hagedorn Krogh, 2020). This thesis addresses this research gap. Exploring the role perceptions of leaders and matching this with their behaviors is all the more valuable as research suggests that leaders most often struggle due to a lack of self-awareness (Kets de Vries, 2009). Exploring how leaders within comparable positions and contexts perceive their role may give some insight in how (consciously) they shape collaboration in their network and help overcome hindering factors for collaborations.

Socially, this research carries relevance in a general and a specific sense. Generally, more insight in leadership within the increasingly popular collaborative practices may help improve these practices. As collaborative governance is mainly used within the public sector (although often in collaboration with private partners), collaborative practices are typically used to serve a public goal (Ansell & Gash, 2007; McGuire, 2006). It is thus socially relevant to address scientific research gaps in the field of collaborative leadership, as collaborative governance practices exist to serve society better. In a specific sense, this research aims to give more insight into the collaborative context in which the leaders within PC operate, their role

perceptions and consequently, the behaviors they employ to carry out their perceived tasks. This insight is valuable because it may help PC as crisis column to better navigate the challenges the future poses. Both SR's in general and PC as a crisis column run the risk of becoming outdated if they do not adapt their scope from short-term disasters, such as large fires, to long-term creeping crisis of a cross-regional nature. Simultaneously, crisis columns within the SR need to maintain their current ability to deal with smaller, regional disasters (*Ambitie-agenda Bevolkingszorg 2020-2024, samenvatting*, 2019; Kabinetsstandpunt evaluatie Wet veiligheidsregio's, 2021; E. Muller et al., 2020).

In short: both the institution of the SR and PC as a crisis service need to innovate in order to adapt to current day and expected future challenges. Leaders can play an important role in this required innovation (Crosby et al., 2017; Jansen et al., 2009; Mumford et al., 2002; Rosing et al., 2011; Torfing & Ansell, 2017; Yukl, 2009). The findings of this research can help leaders within PC review whether their role perception and behavior enable them to stimulate that innovation.

1.5 Outline

This thesis consists of six chapters. In chapter two, the concepts of the research question are defined and a literature review is given on leadership in collaborative governance. Furthermore, on the basis of the literature, several expectations are formulated. Chapter three explains the research design and methodology and operationalizes the concepts in the research question. In chapter four, the results of the survey and interviews are used to answer the sub-questions and the results are set against the expectations and analyzed. In chapter five, a conclusive answer to research question is given and directions for further research are suggested.

Chapter 2: Theoretical framework

Academic literature points to the importance of good leadership in enabling the successful practice of collaborative governance. In this chapter, the concepts of the research question are defined and a review of leadership within collaborative governance is given. In this literature review the following items are discussed: firstly, what collaborative governance entails; secondly, what has been written by academics on the subject; thirdly, the frameworks that have been developed to study collaborative governance; fourthly, why leadership takes such a central position within these frameworks and why it is so crucial to the success of collaborative endeavors; fifthly, why leadership in collaborative governance structures can be challenging and finally, this literature review suggests ways in which leaders can overcome these challenges. Throughout the literature review, expectations are formulated.

2.1. Conceptualization

In the following section, the concepts of the research question are discussed, and defined.

2.1.1. Collaborative context

Collaborative governance is both a popular practice and a popular research topic in academia. The downside to collaborative governance being popular topic, is that the concept is studied and applied in very diverse, and often inconsistent, manners. Battery and Svensson (2019) have made a systematic literature review on the existing definitions, analytical frameworks and cultural translations of the concept and observe that some countries, primarily the practioners, favor words such network management and united government over collaborative governance (Batory & Svensson, 2019, pp. 33–34). For this reason, this thesis also draws on literature of network management, provided this literature focuses on networks that aim on achieving a shared goal through collaboration (Agranoff, 2012; Hagedorn Krogh, 2020). Central to collaborative governance is the fact that it is used to achieve a common goal that cannot be accomplished by a single organization (Ansell & Gash, 2007; McGuire, 2006). Collaboration is not necessarily limited to the public sector, nor is it always mandated by a hierarchical outside actor such as the national government (Huang et al., 2020). However, this research does choose to limit its scope of research into collaborative practices to those that exist in the governance sphere to serve a public interest and that are externally mandated and initiated by governmental actors (Batory & Svensson, 2019). The reason of for this is quite simple: it shapes the challenges that leaders within the mandated collaborative governance

network are dealing with. Context in this research is defined very generally: it refers quite simply to the environment in which collaboration takes place (Johns, 2006; O'Toole Jr & Meier, 2014). Factors that shape this collaborative environment are: the general antecedent conditions; the initial conditions, drivers and mechanisms that are present; the collaboration structures; the collaborative processes; accountability for outcomes; and inherent conflict and tensions between participating organizations (Bryson et al., 2015). In table 1, these factors are further explained.

2.1.2. Leaders

Conceptual confusion is not limited to the concepts of collaborative governance and network management, it also applies to the concepts of leadership and management, which are often used interchangeably. Literature on networks generally focuses on the role of managers, while collaborative governance literature generally focuses on leaders (Agranoff, 2012; Batory & Svensson, 2019; Bryson et al., 2015) Generally speaking, leadership carries a more positive connotation than management. Management is seen as non-emotional, focused on processes and outcomes and aims to bring stability and predictability, whilst leadership evokes emotion, is focused on motivating and vision and aims to bring change (Kotterman, 2006). The terms are not mutually exclusive, managers can be leaders and leaders can be managers. As discussed in the above, leadership is not necessarily tied to hierarchy, while this is the case with managers (Agranoff, 2012). While an ideological and hierarchical difference can be distinguished between managers and leaders, for the purposes of this thesis both literature on public managers and leaders is used. The reason for this is that this research focuses on people in positions of authority within collaborative networks or institutions. Research suggests that leaders in a collaborative setting need a different skillset than leaders in non-collaborative settings, especially in terms of being capable in external management in order to build trust and strong relationships (Agbodzakey, 2020; Behrens, 2014; Getha-Taylor, 2008; Getha-Taylor & Morse, 2013; Sabah & Lahat, 2021; Siddiki et al., 2017; van Oortmerssen et al., 2014). Effective leadership differs per setting, as do effective collaborative practices (Bryson et al., 2015; Scott & Thomas, 2017; Yukl, 2012). Without aiming to name or define these practices, this research defines leaders in collaborative settings as persons in a position of authority (although not hierarchical power) who possess "the ability to guide others to participate in collective action" (Agranoff, 2012; Behrens, 2014, p. 14). See Table 2 for a definition of the behaviors.

Table 1.
Indicators (or conditions) that shape the collaborative context. Based on Bryson (2015)

Indicator	*Sub-indicator*	*Meaning*
General Antecedent conditions	Institutional environment	The institutional environment is largely determined by the whether the collaboration was mandated or voluntary, whether it only exists because a window of collaborative opportunity presented itself and how vulnerable the arrangement is to policy or political change (Bryson et al., 2015, pp. 651–652)
	Need to address public issue	The collaborative arrangement is also shaped by the need for it to arise: the scope of available resources are determined by whether only public or also private partners benefit from collaboration (Bryson et al., 2015, pp. 652).
Initial conditions	Agreement on initial aims	Initial general agreement on the problem definition that indicates interdependence of stakeholder organizations, preferably supported by formal agreements and administrative capacity (Bryson et al., 2015, pp. 652).
	Pre-existing relationships	Prior relationships or networks and initial leadership that influence how partners judge each other's trustworthiness and legitimacy (Bryson et al., 2015, pp. 652).
Collaborative processes	Trust and commitment	Building trust and commitment through sharing resources, communicating good intentions, follow-through and demonstrating competency (Bryson et al., 2015, pp. 653).
	Legitimacy	Building legitimacy through using structures, processes and strategies that are deemed appropriate within the institutional environment of the collaboration (Bryson et al., 2015, pp. 653).
	Formal and emergent planning	Careful planning through paying attention to the stakeholders both in formal and emergent groups, deep understanding of the problems addressed by the collaboration and how to develop potential solutions, an acceptable and clear explanation of how goals are determined within the collaboration (Bryson et al., 2015, pp. 653).
Endemic conflicts and tensions	Power imbalances	The degree of inequality in influence amongst stakeholders, caused by different status being attributed to partners on the possible bases of size, funding, constituency, or reputation, which can potentially result in power conflicts (Bryson et al., 2015, pp. 655).
	Multiple institutional logics	Presence of various, sometimes conflicting institutional logics (Yukl, 2012). "Institutional logics are systems of cultural elements (values, beliefs, and normative expectations) by which people, groups, and organizations make sense of and evaluate their everyday activities, and organize those activities in time and space" (Haveman & Gualtieri, 2017).
	Tensions	Unrest due to constantly present dilemma's for stakeholders over whether favoring inclusivity over efficiency, autonomy over interdependence and self-interest over the collective interest (Bryson et al., 2015, pp. 656)
Accountabilities & Outcomes	Complex accountabilities	Due to the presence of various stakeholders it is likely that there exist different perceptions of how to define results and outcomes and determine who can be made responsible for these desired results (Bryson et al., 2015, pp. 657).
	Tangible and intangible outcomes	Collaborative arrangements are aimed at creating public value, however it can be difficult to makes these outcomes directly visible. Immediate effects may be creation of social, intellectual and political capital, new strategies and good agreements between stakeholders. Intermediate effects can be new partnerships, joint learning, adjustments of practices and long term effects may be new institutions, new discourse, smoother collaboration. Not all results of the collaboration are thus directly visible (Bryson et al., 2015, pp. 656 -657).

2.1.3. Role perception

When posing the question of leaders role perception, leadership literature typically focuses on how employees or followers perceive the role of the leader and how this affects organizational outcomes (Darioly & Schmidt Mast, 2011; Jacobsen & Andersen, 2015; Lee et al., 2015; Özalp Türetgen et al., 2017). While there is some attention for intended strategies or practices of leaders, how leaders themselves view their role is typically not taken into consideration. As stated in the Introduction, the role of leaders in new forms of governance remains under researched and undertheorized (Hagedorn Krogh, 2020). Traditionally, the literature recognizes that leaders take either a transactional or transformational approach to leadership, although many other theories of leadership styles have been formulated such as servant leadership, relational leadership, shared leadership and charismatic leadership (Antonakis et al., 2014; Belle, 2013; Blanchard & Broadwell, 2018; Jacobsen & Andersen, 2015; Kinder et al., 2021). While leadership within collaborative governance practices has been a topic of research, a theory for a collaborative leadership style is yet to be developed. This research diverges from the traditional focus on employee perceptions and outcomes. Instead, it asks collaborative leaders how they view their function within the collaborative network. By role perception this research means how people in leadership positions define their role within the collaborative structure, with special attention for the added value they attach to that role for the functioning of the network (Agranoff, 2012; McAllister et al., 2007).

2.1.4 Leadership behavior

In the above, leaders have been described as "persons in a position of formal authority who posses the ability to guide others to participate in collective action." As Yukl writes: "The essence of leadership in organizations is influencing and facilitating individual and collective efforts to accomplish shared objectives" (Yukl, 2012, p. 66). Through identifying and measuring behaviors, the ways in which leaders influence their organization or network becomes clear (Yukl, 2012). Leadership behaviors can be defined as tools that leaders use to achieve the desired organizational outcomes.

Table 2

Behavior styles and behaviors that leaders can employ. Based on Yukl (2012).

Behavioral Style	Behavior	Meaning
Task-Oriented	Clarifying	Ensuring that people understand what to do, how to do it, and what the expected results are (Yukl, 2012, pp. 69-70).
	Planning	Determining objectives and priorities, organizing workload and assigning responsibilities, and allocating resources for scheduled activities (Yukl, 2012, pp. 70)
	Monitoring operations	Assessing whether people are carrying out their assigned tasks adequately and if progress is being made in accordance with the planning (Yukl, 2012, pp. 70).
	Problem solving	Dealing with disruption of daily procedures or unwanted participants behaviors, through identifying the cause of the problem and providing direction to the team how to resolve the issue (Yukl, 2012, pp. 70).
Relations-oriented	Supporting	Showing positive regard for team members, building cooperative relationships, and helping people cope with stressful situations (Yukl, 2012, pp. 71).
	Developing	Increasing the skills and confidence of team members and facilitating their career advancement (Yukl, 2012, pp. 71).
	Recognizing	Recognizing and praising team members for effective performance and significant achievements or contributions made to the team and organization (Yukl, 2012, pp. 71-72).
	Empowering	Empowering team members through increasing their autonomy and influence over work decisions (Yukl, 2012, pp. 72).
Change-Oriented	Advocating Change	Explaining the urgency of and need for change in a manner that persuades employees and partners to accept the change and empowering them to works towards this change through communicating the necessary adjustments (Yukl, 2012, pp. 72-73).
	Envisioning Change	Motivating team members for change through articulating a clear, appealing vision of what can be attained by the organization through appealing to their values, ideals and needs (Yukl, 2012, pp.73).
	Encouraging Innovation	Encouraging, nurturing and facilitating creative ideas and innovation in a team or organization (Yukl, 2012, pp. 73).
	Facilitating Collective Learning	"There are many ways leaders can encourage and facilitate collective learning of new knowledge relevant for improving the performance of a group or organization. Collective learning may involve improvement of current strategies and work methods (exploitation) or discovery of new ones (exploration)." (Yukl, 2012, pp. 73-74
External	Networking	Building and maintaining favorable relationships with, peers, superiors, and partner organizations who can offer resources, information, and political support. Encouraging employees to develop and maintain their own network (Yukl, 2012, pp. p.74)
	External monitoring	Gathering and analyzing information about relevant events and changes in the external environment and identifying threats and opportunities for the team (Yukl, 2012, pp. 74).
	Representing	Representing includes lobbying for resources and assistance, promoting and defending the reputation of the team or organization, negotiating agreements, and coordinating related activities (Yukl, 2012, pp. 75).

2.2. Literature review: leadership in collaborative governance

2.2.1. How and why is collaborative governance practiced?

Collaborative governance arrangements are marked by a shared commitment to and responsibility for a common goal – solving a problem or problems that cannot be handled by a single organization (Bryson et al., 2015; I. Choi & Moynihan, 2019; McGuire, 2006; Mosley & Jarpe, 2019). Due to increasing interconnectedness of various social issues, and the intuitive and normative appeal of cooperation, collaborative practices have become very popular in the public sector (Amsler, 2016; I. Choi & Moynihan, 2019; Dickinson & Sullivan, 2014; Emerson et al., 2012; Hagedorn Krogh, 2020; McGuire, 2006). Collaborative governance arrangements are marked by several characteristics: the presence of public-private partnerships; the necessity for collaboration to achieve a common and often complex goal; the intent to create a public good; and the complicated, multi-level nature of the collaborative arrangements. Quite often collaborative governance arrangements are externally mandated, when a problem becomes apparent that existing institutions are not able to address individually (Behrens, 2014).

Collaborative governance can happen at multiple levels. On a supranational scale the European Union serves as an excellent example of a collaborative governance endeavor. For within the EU, not only states collaborate, but citizens can vote and there are also ties with the private sector. Collaborative governance is characterized by public-private sector partnerships and collaborative arrangements are often instigated by and shaped through law (Amsler, 2016; McGuire, 2006; H. Muller & Esch, 2020). Not only can collaborative arrangements take place *in* multiple levels, but generally, it also takes place *across* different levels. SR's are an excellent example of this. In the basis they function on a regional level. However, they consist of, collaborate with and respond to local partners, such as municipalities but also local businesses; regional partners, such as the Waterschappen or the Omgevingsdiensten; and national stakeholders, such as the ministries of defense and justice. As collaborative governance is oriented towards achieving a public good, it is perhaps no wonder that a many collaborations (and subsequently, academic research) focuses on local environmental and ecological preservations projects (Guerrero et al., 2015; Scott, 2015; Tang & Tang, 2014). Collaborative governance may therefore be seen as a governmental variant of the collective action of which Ostrom famously argued could help prevent depletion of natural resources (Ostrom, 1990). However, where Ostrom advocated for collective action as a tool that could

help manage natural resources by private actors without governmental interaction, collaborative governance is a tool where governmental institutions seeks to actively collaborate with (private) stakeholders.

Expectation 1: The research population feel the intuitive appeal of collaboration for obtaining a common public good (good PC).

2.2.2 Studying and explaining the effectiveness of collaborative governance

To study both how and why collaborative arrangements are effective, academics have developed a multitude of frameworks. These frameworks vary in scope and can be based on quantitative or qualitative research or theoretical arguments. They analyze the conditions that contribute to the success or failure of the endeavor. Many authors focus on the importance of a fair distribution of power, influence and voice over the various stakeholders throughout all stages of the collaborative process for successful collaboration (Bryson et al., 2015; Doberstein, 2016; Mosley & Jarpe, 2019; Purdy, 2012; Scott & Thomas, 2017). The importance of a careful design of the collaborative arrangement is also emphasized, either using time as a tool to build trust and commitment, or timing as a method to limit the risk-exposure of the stakeholders (Johnston et al., 2011; Siddiki et al., 2017; van Oortmerssen et al., 2014).

While scholars differ in their methods of studying collaborative governance arrangements and the solutions they offer to its inherent challenge, they generally agree on the complex nature of collaborative arrangements and stress the context-dependency in determining best policies and practices (Bryson et al., 2015). Bryson et al. (2015) offer perhaps the most comprehensive framework, as it summarizes the majority of research to that date of factors that influence the collaborative context. This is why it used in the conceptualization under section 2.1.1.

However, one variable that is not addressed in this framework, but which Amsler (2016) identifies as a research gap in the field of collaborative governance studies, is law. Amsler states that law is often omitted as variable in studies on how to design and practice collaborative governance, while this a variable that to a great extent influences the collaborative context. She urges researchers to include a legal framework when studying collaborative governance, and practitioners to consider the legal framework in which they are operating.

Expectation 2: The research population describe the collaborative environment as complex and multi-layered.

Expectation 3: Which practices are successful will vary per collaborative context, but generally speaking, collaboration is expected to benefit from good use of timing and a fair distribution of influence over stakeholders.

Sometimes, and in the case of SR's, law does not only influence the context, but in fact is the main instrument for institutionalizing a collaborative practice. However, institutionalization through law means that collaborative governance endeavors do not only experience challenges due to the complexity of the problems they address, or the multi-organizational nature of the arrangements. As Behrens (2014) writes "collaborations produced from codified or legislated partnerships must overcome a series of hurdles to successfully function and achieve the purpose of the organizational relationship due to the involuntary nature of the motivation to work collectively" (2014, p. 2). While collaborative structures thus should help organizations to collectively achieve a shared goal that they could not reach on their own, the construct of collaborative governance is contradictory in its very nature, which hinders collaboration. This is due to the fact that collaborative governance functions by the grace of a horizontal dynamic between participating organizations that enables cross-organizational problem-solving, yet this horizontal dynamic is hierarchically imposed (Hagedorn Krogh, 2020).

Collaborative arrangements are thus contradictory in nature, as they are externally imposed, meaning that at the very least the public sector stakeholders are involuntarily a part of the arrangement, and yet they are supposed to harmoniously work together in horizontal structure. This is why leadership is often given a central role in collaborative governance studies (Bryson et al., 2015). Behrens poses that "boundary spanners," or leaders, might provide the answer in overcoming hurdles such as communication problems, inflexible organizational structures and procedures, conflicting interests, lack of trust and un unclear distribution of tasks and responsibilities (2014, p. 4). She defines leadership as "the ability to guide others to participate in collective action" and leadership orientation as "a set of innate and stable behaviors displayed by leaders to manage followers" (2014, p. 14). In short: through their behaviors, leaders can inspire, persuade and motivate others to collaborate on and commit themselves to a multi-organizational goal that is externally mandated. That is, if

they choose to do so and possess the relevant skills to persuade others to be committed to collaboration.

Expectation 4: Due to the involuntary arrangement of SR's, leaders are expected to experience difficulty in persuading stakeholders to contribute to the arrangement.

2.1.3 Leaders within collaborative governance arrangements

Collaborative arrangements are multi-level as well as multi-organizational, with many different people fulfilling different kinds of leadership roles. Agranoff (2012), for example, draws a distinction between "sponsors" and "champions." Bryson summarizes his research and writes: "In order for collaborations to thrive, they need ongoing sponsorship from people who have formal authority and championing from people who use mainly informal authority to engage partners in their mutual work" (Bryson et al., 2015, p. 654). This distinction between sponsor and champions points towards the fact that potentially, a regular employee (or champion) could have a greater 'leadership impact' than their superior (a sponsor). Whether this is problematic, depends on one's conceptualization of leadership; one can argue that the superior is a good leader as long as they at the very least allow their followers to have their impact.

As mentioned in the above, best practices within collaborative governance are highly context dependent. Collaborative arrangements tend to be long-term endeavors; therefore, strategies need to be in place to allow leadership roles to switch over to new persons. Moreover, collaborative leadership needs to be present at partner organizations as well. A person fulfilling a leadership role is in large part dependent on the relationships, structures and procedures established outside of his or her control, many of which might have been established before they took their leadership position (Bryson et al., 2015, p. 654) That context has a great impact on leadership is has long been recognized in the academic literature on contextual leadership. In a systematic review of almost 500 academic articles on contextual leadership published over several decades, Oc concludes that there is little to no cohesion in the definition of the context and the study of the contextual variables. Altogether can be stated that "Context can act as a salient situational moderating factor of leadership effects, produce cross-level effects on leadership, be a configuration of stimuli for leadership processes, influence the base rates of leader emergence, and represent the time or place in which leadership takes place" (Oc, 2018, p. 232). Oc recommends to look at the interaction between various contextual factors, as the specific configurations of these variables influence the context in which a leader operates, while individual leaders generally exert little to no

control over these variables (Oc, 2018, p. 231). For this reason, Sullivan, Williams and Jeffares argue that leaders within collaborative arrangements can best be viewed as "situated agents - a product of the particular structural characteristics that define collaborative contexts, yet capable of independent action through their skills, experience and expertise"(2012, p. 58). Successful collaborative leaders find situation-appropriate ways to draw on the personal and organizational resources that are available to them (Bryson et al., 2015).

> Expectation 5: Many of the constraints or resources the collaborative context provides to the leaders' have been established outside of their control.

Another factor that complicates the collaborative governance arrangements, thus providing another challenge leaders need to mitigate, is that the public sector in itself is not designed to operate within a collaborative structure. While academic research into collaborative governance has only started in the past few decades, collaborative practices are age-old and need not to be initiated by or restricted to the public sector (McGuire, 2006). Private actors can also collaborate to achieve common goals. An easy, although illegal, example of collaboration between private actors would be cartels, but for a more conventional example one can think of corporate lobby's. However, academic research on this topic generally takes a governance approach, and focuses on collaborations in which the public sector plays a prominent part and which is geared towards achieving or increasing a public good through collaboration (McGuire, 2006). Meier and O'Toole Jr. (2011) have formulated several theoretical expectations of the different role management plays within private and public settings. While this research concerns itself with leadership, rather than management, their finding can still deliver some valuable insights in the differences between the private and the public sector.[1] Meier & O' Toole Jr.'s theoretical research suggests that the private sector is generally better at external management practices than the public sector. This makes sense as "exploiting the environment will be more effective in the private sector." The public sector, in turn, is more focused on internal management, which also makes sense, as they are less sensitive to external shocks (Meier & O'Toole Jr, 2011, pp. 293–296). While acknowledging the huge internal variation within the public and private sector, their research still grants some insight in how challenging it can be to collaborate within the public sector, as their hypotheses combined suggests that public sector organizations are built to function more independent

[1] See the definition of leadership in 2.2.3, in which a reflection on the overlap between management and leadership is included.

from their environment. However, in order to reach collective goals, collaborative governance requires public organizations to be collaborate. The implication is that within collaborative structures, public organizations become interdependent to some extent with their partners. This means that public organizations in a collaborative environment need good external management.

> Expectation 6: The primary public stakeholders (the municipalities and the SR itself) experience difficulty in actively seeking collaboration and interdependence.

2.1.4 How leaders work within their collaborative environment

The discussion presented in the above points to the necessity for leaders to be aware of the limitations imposed on their actions through their collaborative setting, and of the tools and resources that remain available to them to achieve the organizations goals. In other words: their role perception has to be in congruence with their environment's expectations and the resources available to them. That perceptions matter, is underwritten by Jacobsen and Anderson, who posit that leadership literature tends to define leadership by the intended practices of leaders, yet measure leadership as it is perceived by the employees (Jacobsen & Andersen, 2015). Ergo: when studying the effectiveness of leadership behavior, it is important to not only focus on the role perceptions of leaders, but also on how well the leaders are able to translate their intentions into the practice. This can be done through measuring behaviors that are displayed. Yukl (2012) provides a taxonomy for leadership behavior, which makes it possibly to measure the "behavioral" output of leaders. This behavior taxonomy, as well as a definition of the separate behaviors that make up a leadership-orientation, can be found in Table 2, under section 2.1.4.

This raises the question: what kind of skills or behaviors are required for leaders in collaborative contexts? The literature points towards the importance of collaborative leaders capacity for relationship building, underlining the significance of trust and stressing the facilitative nature of collaborative leadership (Agbodzakey, 2020; Getha-Taylor, 2008; Sabah & Lahat, 2021). Good managers of public networks manage to build consensus on what the common purpose is (Agranoff, 2012). Collaborative leadership is thus more focused on creating and managing good relationships with partner organizations through the use of "soft skills" rather than at achieving quantitative performance goals. Getha-Taylor (2008) underwrites this, as she finds the competency for interpersonal understanding to be greatest contributor to successful collaboration, but warns:

> Interpersonal understanding, although proven to be critical to collaborative effectiveness, is difficult to assess, and thus, reward. As we move toward diffuse implementation of performance- based pay systems in the federal government that focus on short-term observable results, we may in fact move further away from the goal of enhancing and supporting collaborative governance (pp. 118).

A focus on quantitative results may thus even hinder collaboration. To repeat Behrens, successful collaborative leaders have "the ability to guide others to participate in collective action" (2014, p.14). Hagedorn Krogh finds that an effective way of doing so is to link the mandated collaboration to self-convened stakeholder networks, through adapting the institutional design to the local conditions (Hagedorn Krogh, 2020). The implication of this is that it is very likely that leaders mainly rely on behaviors in the "relations-oriented" behavioral category of Yukl (2012), supported by external and change oriented behaviors, as named in Figure 1.

> Expectation 7: Leaders within collaborative environments mainly use relations-oriented behaviors.

2.1.5 Summary

Collaborative governance is a practice that is employed to solve complex societal issues and single organizations are not able to accomplish. However, the organizations within collaborative arrangements have often not voluntarily chosen to commit to the set goal, as collaboration is externally mandated. These goals are imposed by a hierarchical partner, often through law. Meanwhile, collaborative arrangements generally function through a horizontal dynamic. Leaders are often put forward to resolve this tension of involuntary having to collaborate (Amsler, 2016; Behrens, 2014; Hagedorn Krogh, 2020). While leaders in collaborative governance structures might resolve the tension that the contradictory nature of the collaborative arrangements produces, leaders are heavily constrained themselves as well. The literature poses that collaborative leaders are in a large part dependent on conditions established outside of their control, some of which might not even be visible to them as they lie with the internal management of partner organizations (Bryson et al., 2015). Moreover, they do function within the horizontal collaborative structure, meaning that very often they have no claim to hierarchy over participating organizations (Behrens, 2014). Additionally, the literature suggest that the way organizations are structured within the public sector (the typical domain of collaborative governance) does not fit well with the basic principles of

collaborative governance, which requires organizations to do well in outward management practices(Meier & O'Toole Jr, 2011). The literature suggests for all these reasons, collaborative leaders' actions should be facilitative in nature and focus on relationship building, trough establishing common purposes and inspring partners to cross traditional organizational boundaries in order to collaborate (Agbodzakey, 2020; Sabah & Lahat, 2021; Sullivan et al., 2012).

Chapter 3: Methodology

This chapter describes the mixed methods research design, the various methods of data collection, data operationalization, method of data analysis and the strengths and limitations of the chosen methodology.

3.1. Research Design

This qualitative study uses a mixed method design. The aim of this research is to both explore and explain(Van Thiel, 2020, p. 72). In chapter two, it has become apparent that the existing leadership literature offers no theoretical framework on a collaborative leadership style. However, leadership is often included as an important variable in the existing theoretical frameworks to analyze the effectiveness of collaborative practices. Within these frameworks, it is acknowledged that the collaborative setting is established largely outside the leaders' control. The positive impact a leader can make in a collaborative setting is thus in large part dependent upon their ability to successfully navigate the limitations and resources offered in the context. Through measuring both collaborative context and leadership behaviors used within these context, this thesis aims to explain to what extent and how the collaborative context shapes leaders' behavior. Furthermore, this thesis aims to get more insight into the underlying role perceptions the leaders have. Therefore, this thesis is not only explanatory, but also exploratory in nature, investigating what "collaborative leadership" constitutes for practitioners. The mixed methods design means that triangulation of the data is inherent to this research (Turner et al., 2015).

It is this dual aim of the thesis that inspires the mixed methods design. For two of the four concepts, leadership behavior and collaborative context, frameworks exist that make the concepts operationalizable and thus measurable. This part of the research is deductive explanatory, using frameworks to measure the two concepts and try and explain the relationship between them.

One of the two remaining concepts, "leaders" does not need to be operationalized, as the research population fits the definition set in chapter two. However, on the remaining concept, the role perception of the leader, very little is as of yet known. Through qualitative interviews, the thesis hopes to give more insight into the leaders' role perceptions. The thesis aims to develop labels for the various existing role perceptions through an iterative process of in vivo, axial and selective coding. In vivo coding is a fitting method for this inductive, exploratory part of the research, as it is associated with grounded theory. The aim of grounded

theory is, through the lack of pre-set hypotheses or frameworks, to develop new ideas or concepts which are grounded in and induced from data, rather than limited by the research's bias (Given, 2008; Van Thiel, 2020).

3.2. Data collection

The data that was used in this research has been collected for this research specifically: a survey that was sent out via mailing lists to people in a coordinating function for PC, and follow-up interviews with selection of the survey respondents, that were conducted via Microsoft Teams, transcribed and coded through the use of the software Atlas.ti.

3.2.1. Survey

A survey, using Qualtrics, has been sent out in three rounds. In the initial round, all 25 SR's were addressed. The survey was to send out via the mailing list of the Nationaal Netwerk Bevolkingszorg (from now on: LNB, translates to "National Network Population Care") as a personal favor via the secretary of that network. This network consists of 25 Coordinating Functionaries Population Care (from now on: CF PC). One CF PC is installed through law in every SR to oversee and coordinate Population Care in that region (Wet veiligheidsregio's, 2021). For this reason, it made sense to first approach the LNB-network, as the formal leadership position of the respondents was secure. To this round, 9 CF PC's responded. In a second round and third round, reminders were sent to the SR's that had not yet given a response via the Landelijk Overleg Coördinatoren Bevolkingszorg (from now on: LOCB, translates to National Consultation Coordinators Population Care), a mailing list to which the researcher had direct access. The members of the LOCB-network are mostly policy officers. They were asked to make sure that someone in a position of formal authority with regards to PC in their region would fill in the survey. In total, the survey had 16 respondents. Together, these respondents represented 16 of the 25 SR's. One respondent represented two regions that collaborate on the task of PC, however, for another SR, both the CF PC and the daily manager of the department of PC within that SR, responded.

The survey consists out of two larger parts: firstly, some short multiple-choice and open questions to gain more insight into the collaborative context of the region. In this part of the survey, three sub-parts can be distinguished. Sub-part one asks factual questions about the personal and organizational circumstances of the respondent. Sub-part two asks about the collaborative environment and sub-part three asks about the role perception of the respondent.

The second main part of the survey, contains 45 statements that measure leadership behavior, as the leaders themselves intend their behavior. The respondents have been asked to rate on a scale from 1 (never) to 5 (always) how often they use these behaviors. In subsection 3 of this chapter, the survey questions are linked to the operationalized concepts. See appendix 1 for the survey questions.

3.2.2 Interviews

Of the 16 respondents to the survey, 7 agreed to an interview. Due to the busy schedules of some of the interviewees, the length of the interview was limited to a maximum of 45 minutes. This had the added benefit of making the scope of the research more manageable. The interview consisted of a standardized list of ten questions and were semi-structured. The interview questions can be found in appendix 2. Using a standardized question list, while conducting the interviews in a semi-structured manner, ensured that all interviewees were asked the same and the relevant questions, while allowing the researcher the freedom to ask for clarification or more in-depth information were needed (Van Thiel, 2020, pp. 114–122).

3.2.3 Research Population

In the survey, sixteen respondents took part, although one respondent did not finish the survey. Generally, respondents had in between 1 and 8 years of working experience in this position, with the majority having one to three years of work experience. While Population Care (PC) is similarly organized across the Netherlands, there are differences between the regions, and consequently, in the hierarchical position the respondents occupy. These hierarchical positions can roughly be divided into two categories:

1) Executive level
2) Strategic level

The first category is mostly employed within the safety region (although they may be paid directly by the municipalities) and act either as an coordinator/policy-advisor on the executive level, or fulfill a management function within the safety region. They generally have direct contact with the executive levels of the municipalities. However, they generally do not have direct access to the strategic or administrative level, but rather advise one municipal director who has been appointed as portfolio-holder and strategic coordinator for PC. Respondents within the first category often have more time available for their role as coordinator than the respondents who fall into the second category.

The respondents within the second category generally have a primary function as municipal director, and generally, do not work for more than four hours a week on this role. They have direct access to the strategic level both at the other municipalities (the other municipal directors, who are after all, their colleagues in the partner organizations) and within the safety region (they tend to have a seat in the internal board of the safety regions). Moreover, they often act as an advisor to the governing board.

Within these categories, differences exist. One respondents "falls" between the categories, as they are employed by the safety region, and have their role as their primary function, are in direct contact with the executive level, but do act on the strategic level. Generally, most safety regions have small regional departments (or a small number of specialists within a larger department) that focuses on PC. In some cases, the respondents on the strategic level, whose primary function is "outside" of the organization, are in direct contact with public servants within the safety region. However, most of the respondents in the second category are assisted by one coordinator in the safety region (the respondents from the first category). From the seven follow-up interviews that have been held, three respondents are fall into the first category, three respondents fall into the second category and the remaining respondents "fall" between the categories.

3.2.4. Ethical considerations & safeguarding privacy

Before filling in the survey, the purposes of the research were explained to the respondents, and they were promised that their responses would not reported in such a way in the final thesis that the answers could be lead back to them. While their responses might be anonymized in the thesis, it was made clear that their responses may be shared with the thesis supervisor and second reader, for validation purposes. The use of the Qualtrics software through the University of Leiden should safeguard the privacy of the respondents.

Interviewees were given a consent form prior to the interview, and promised there would be no direct publication of the interview data and that there contributions would be anonymized in the final thesis. They were given the option to consent to direct citations. Furthermore, it was made clear that the transcripts of the interview are only shared with supervisor and possibly the second reader. After the completion of this thesis, the responses, recordings and transcripts of the interviews will be deleted. In this thesis, non-binary pronouns ("they" "them) were used when citing respondents, to further safeguard privacy.

3.3. Data operationalization

As explained in section 3.1, the two concepts that can be measured through the use of indicators, are “collaborative context” and “leadership behavior.”

3.3.1 Operationalization concept collaborative context:

The collaborative context is the environment in which the collaboration takes place. To measure how the collaborative environment is experienced by the respondents, both the survey questions and interviews are used.

In Table 1, chapter 2.1.1. , quite an extensive overview is given of the factors that may influence a collaborative environment. Initially, survey questions were formulated for all of these sub-indicators. However, for operationalization purposes, this overview has been simplified in Table 3. There are several reasons for this: firstly, there exists considerable overlap between factors. For example, one can argue that the factor pre-existing relationships is very similar with the factor power imbalance. For another example: the indicator collaborative processes is essentially about behaviors of actors within the network. As this research also measures the respondents leadership behavior, it has been omitted from the operationalization matrix of this concept. Secondly, it was deemed unlikely that respondents and interviewees held this job over ten years ago (which the results confirmed), which makes it even more unlikely that they may know the answers to questions about the antecedent conditions. Asking respondents to answer questions to might increase the likelihood of them not completing the survey. It made therefor sense to omit the category antecedent conditions. However, some points that Bryson mentions under the category of antecedent conditions, such as pre-existing relationships, are still relevant. If this is the case, these factors have been translated to the current situation. The third and final reason for simplification are the scope and aim of this research. The aim of this research is not to give extremely detailed descriptions of the collaborative environments of Population Care in several SR’s, nor is it to understand how the collaborative environment came to be as it is now. Rather, the aim is to gain insight in the challenges and resources these environments offer to the respondents, as per their perception of it.

For the indicators and sub-indicators, the interviews can be seen as a potential additional source, depending on the answers of the interviewees. The interview question list can be found in appendix 2.

3.3.2 Leaders' behaviors

The main data source to gain insight into the leaders' behaviors is the survey. The operationalization matrix can be found in table 4. The interview data may reveal the underlying motivations for this behavior.

Table 3

Collaborative context operationalized

Indicator	Sub indicator	Survey Question/*data source*	Ques. type
Antecedent conditions	Pre-existing relationships	Did the municipalities in your region collaborate on the topic of municipal crisismanagement/Bz previous to the Law safety regions?	Open
	Reasons for emergence collaboration	*Non-academic primary literature, described in the Introduction.*	
Institutional environment	Current relationship	How would you describe the dynamic between municipalities regarding PC?	Open
		How would you describe the involvement of municipalities with PC in your region?	Open
	Resources	How many municipalities are there in your safety region?	Open
		Are there, apart from the municipalities and the safety region itself, other parties involved with PC in your region?	Open
	Agreement on aims	Is there a shared vision on (the organization of) PC in your region?	Open
Endemic conflicts and tensions	Multiple institutional logics	To what extent do cultural differences between municipalities exist in your region?	Open
		How do these cultural differences influence the collaboration in the PC-column?	Open
	Power imbalance	Is there an equal division of influence over the parties that are involved with PC in your region?	Open
	tensions	Are there sometimes tensions regarding….: a. Inclusive processes vs. efficient processes b. Autonomy of municipalities versus interdependence c. Own interest of municipalities versus collective interests	Multiple choice with option "other…"

Accountability & outcomes	Tangible outcomes	Are the prestations of (the organization of) visible for the municipalities and other involved parties in your safety region?	Open
	Personal accountability	By whom/ by which bodies are you held accountable for your work?	Multiple choice with option “other”

Table 4

Leadership behavior operationalized using a Likert scale.

Behavioral style	Indicator	Meaning	Sub-indicators used in survey I…
Task-Oriented	Clarifying	Ensuring that people understand what to do, how to do it, and what the expected results are (Yukl, 2012, pp. 69-70).	Clearly explain task assignments and responsibilities to executives and partners.
			Explain to executives or partners what results are expected for a task or assignment.
			Set specific performance goals and deadlines for executives and/or partners.
	Planning	Determining objectives and priorities, organizing workload and assigning responsibilities, and allocating resources for scheduled activities (Yukl, 2012, pp. 70)	Develop short-term plans for accomplishing the unit's tasks
			Plan and organize unit activities to use people, equipment, and resources efficiently.
			Schedule work activities to avoid delays, duplication of effort, and wasted resources.
	Monitoring operations	Assesing whether people are carrying out their assigned tasks adequately and if progress is being made in accordance with the planning (Yukl, 2012, pp. 70).	Check on the progress and quality of the work.
			Evaluate how well important tasks or projects are being performed.
			Evaluate member job performance in an objective and systematic way.
	Problem solving	Dealing with disruption of daily procedures or unwanted participants behaviors, through identifying the cause of the problem and providing direction to the team how to resolve the issue (Yukl, 2012, pp. 70).	Acknowledge existing problems and invite discussion of them.
			Identify the source of problems.
			Give members and/or partners a clear, confident explanation of how issues can be resolved.
Relations-oriented	Supporting	Showing positive regard for team members, building cooperative relationships, and helping people cope with stressful situations (Yukl, 2012, pp. 71).	how concern for the needs and feelings of individual members.
			Act considerate and supportive with members of the work

Table 4. Leadership behaviors operationalized.

			unit.
			Act considerate and supportive with members of the work unit.
	Developing	Increasing the skills and confidence of team members and facilitating their career advancement (Yukl, 2012, pp. 71).	Provide helpful career advice and mentoring to members.
			Encourage members to learn skills needed to advance their careers.
			Provide opportunities for members to develop new skills.
	Recognizing	Recognizing and praising team members for effective performance and significant achievements or contributions made to the team and organization (Yukl, 2012, pp. 71-72).	Praise effective performance by members of the work unit.
			Provide recognition for member achievements and contributions to a project or activity.
			Provide or recommends appropriate rewards for effective performance.
	Empowering	Empowering team members through increasing their autonomy and influence over work decisions (Yukl, 2012, pp. 72).	Ask executives and partners for input regarding work-decisions.
			Delegate work to executives and/or partners to facilitate ownership and autonomy.
			Enable executives and partners to decide their own methods in executing tasks.
Change-Oriented	Advocating Change	Explaining the urgency of and need for change in a manner that persuades employees and partners to accept the change and empowering them to works towards this change through communicating the necessary adjustments (Yukl, 2012, pp. 72-73).	Explain why a policy or procedure is no longer appropriate and should be changed.
			Propose major changes in objectives, strategies, policies, or work procedures.
			Ask members to support a proposed change that will be good for the organization.
	Envisioning Change	Motivating team members for change through articulating a clear, appealing vision of what can be attained by the organization through appealing to their values, ideals and needs (Yukl, 2012, pp.73).	Describe a proposed change or new initiative with enthusiasm and optimism.
			Describe a clear, appealing vision for the work unit or organization.
			Talk in an inspiring way about new projects or opportunities for the work unit.
	Encouraging	Encouraging, nurturing and facilitating creative ideas and	Talk about the importance of innovation and flexibility for

Table 4. Leadership behaviors operationalized.

	Innovation	innovation in a team or organization (Yukl, 2012, pp. 73).	the success of the work unit.
			Encourage members to look for better ways to accomplish work unit objectives.
			Encourage members to find innovative new ways to improve task performance.
	Facilitating Collective Learning	"There are many ways leaders can encourage and facilitate collective learning of new knowledge relevant for improving the performance of a group or organization. Collective learning may involve improvement of current strategies and work methods (exploitation) or discovery of new ones (exploration)." (Yukl, 2012, pp. 73-74	Encourage executives and partners to independently search for new knowledge.
			Encourage executives and partners to reflect on existing work-methods and consider alternatives
			Facilitate an open atmosphere in which faults are a topic of conservation, and regarded as learning-opportunities.
External	Networking	Building and maintaining favorable relationships with, peers, superiors, and partner organizations who can offer resources, information, and political support. Encouring employees to develop and maintain their own network (Yukl, 2012, pp. p.74)	Build and maintain a wide network of contacts outside of the department.
			Develop cooperative relations with people who can provide resources and assistance.
			Use social networks, national platforms, professional groups, and external contacts to get useful information.
	External monitoring	Gathering and analyzing information about relevant events and changes in the external environment and identifying threats and opportunities for the team (Yukl, 2012, pp. 74).	Analyze external events and trends to identify threats and opportunities.
			Monitor the actions of superiors, other departments, partners and external organizations competitors that can affect the department.
			Keep executives and partners informed about relevant external developments.
	Representing	Representing includes lobbying for resources and assistance, promoting and defending the reputation of the team or organization, negotiating agreements, and coordinating related activities (Yukl, 2012, pp. 75).	Negotiate favorable agreements for the work unit or organization.
			Meet with peers or outsiders to coordinate related activities with them.
			Make a persuasive presentation to superiors to get more funding or resources for the work unit.

Table 4. Leadership behaviors operationalized.

3.4. Data analysis

The survey data has been processed using Excel, in order to view the various answers per question, but mostly to quantify the behaviors rated on the Likert-scale. The interview data has been coded using the software Atlas.ti, through an iterative coding process using in vivo coding, axial coding and selective coding. The aim is to develop a hierarchical taxonomy of codes (Van Thiel, 2020).

3.5 Strengths and limitations of chosen methodology

The scope of the research is limited, as it solely focuses on the leaders' perceptions. This research does not the test the leaders' perceptions against that of their employees, superiors or partner organizations. The only concept that is quantitively measured, the leaders' behavior, is not triangulated by asking employees to rate their leaders use of leadership behaviors. This is not necessarily a deficit, as the focus on the research population is sufficient to answer the research question. However, it does logically follow that this thesis can offer no indication of how well the leaders intended behaviors translate into practice, or the effectiveness of the behaviors (fed by the underlying role perception) they employ.

The main strength of this research is the mixed methods-design. Not only does the use of multiple methods allow for triangulation of the data, the use of both a survey and the open coding for the interviews both serve different purposes. As the survey questions have been linked to indicators derived from scientific models (Bryson et al., 2015 for the concept of collaborative context and Yukl, 2012 for the taxonomy of leadership behaviors), they allow for the measuring of two concepts. As the literature does not offer a model for leaders' role-perceptions, the interviews allows for the development of labels for this through the use of open coding. Open coding has the additional benefit of reducing the risk of research bias and missing findings that are not covered in existing models. More-over, the interviews allow for more insight into the findings of the survey, as the semi-structured interviews allow for follow-up questions.

The internal validity of this research is relatively high, because 16 out of 25 SR's have taken part in the survey and for seven SR's, in-depth follow-up interviews have been conducted. The external validity of this research is low, due to the small scope of the research and the fact that only one sub-type of a collaborative context (namely, population care within Dutch safety

regions) is addressed in this research. The combined facts that safety regions are occupied with risk-prevention and (prepatory) crisismanagement, and that this research was conducted in the the autumn/winter of 2021 (when the Covid-pandemic and the crisis-measures taken by the national government still had an enormous effect on Dutch society, and especially on the work of the SR's, which offered regional coordination of the execution of the crisis measures), make for a very specific collaborative context, which no doubt have influenced the perceptions and behaviors of the respondents to a great extent.

Chapter four: results & analysis

In this chapter, the research findings are discussed according to the subquestion, a summary is given of these finding per sub-question and discussed in relation to the literature. Afterwards, the expectations that have been set in chapter 2 are discussed in light of the findings.

4.1 How do leaders describe the collaborative context in which they operate?

In their descriptions of the collaborative environment, respondents pay attention to a number of factors that in their perception shape their environment to a great extent. These codes have been ranked according to their level of grounding (i.e. the number of quotations) in the data:

1. How to work within the network
2. Limitations imposed by the environment
3. Resources, in particular their employees and the municipalities
4. Impact of crisis
5. The level of help they receive from the strategic and administrative level
6. The regional structure of PC
7. Internal differences within the environment
8. The requirements that the environments makes
9. Change
10. Crisisfunctions are secondary functions

With regards to the code of *how to work within the network*, interviewees describe very often a sense of "togetherness," mostly in a positive way. One respondents (I3) describes how this collaborative mindset was mentality was present from the very start:

> "In 2010 we started to look together with the municipalities how we could shape and start Population Care (…) We made good working agreements with the municipalities 'who is responsible for what process?' (…) And actually, we didn't change much in the last couple of year, only dotted the I's."

Generally, this interviewee is very positive over the collaboration within their VR. This also supports Bryson et al (2015) who point to antecedent conditions as an important influence on the collaboration. However, the survey sketches a very different image: one where the antecedent conditions are of very little interest to the respondents. When asked in survey whether municipalities collaborated previous to the installation of the safety region, most respondents indicate they do not know, or only answer very shorty with "yes" "no" or "hardly." One respondent answers "Yes, but the collaboration has intensified in a positive sense since the installation of the Wvr." Interestingly, there does not seem to be a relation between the duration of the employment and the ability of the respondents to answer this question: some of those that have worked for a relatively short time in this position (1-3 years) do know the answer to this question, while others who have worked there for longer (6-8 years) do not. The varied answers to this question indicate context dependency, in some cases limited historical awareness and that collaboration generally has increased substantially since the installation of the VR, as is to be expected (Amsler, 2016; Behrens, 2014).

Whether or not this sense of togetherness stems from to good working agreements at the very start of the collaboration, it is certainly not limited to it. Interviewees provide examples of how their colleague municipal directors shared the burden of the crisis meetings with them during Corona times, how all municipalities contribute to the collaboration one way or the other (financially or via capacity), what a joy it can be to provide good Population Care together during crises to society, and how they trust their partners to do their share. Of course, for the latter, respondents remark that they have a part to play in enabling their partners to contribute, as I1 says: "what I take with me from the meetings I attend, I recount in the regional department and in the meetings with the municipal executives, to make sure that we are playing the game together, so to speak." However, this sense of togetherness is not always self-evident as I2 indicates:

> "it can be a real challenge, as they [municipalities] often feel that the regional department for Population Care belongs to the safety region, and that they do it fór us. So not the idea that municipalities are together responsible for a regional product".

Working within the network not only means that a sense of togetherness is mostly present, it also means working on different hierarchical levels within the arrangement, all which provide their own challenges. In order to accommodate all these levels, all respondents mention scheduling regular meetings on the different levels, to make sure everyone stays connected, involved and informed. These networking activities seem to be focused on the primary stakeholders, meaning the municipalities' and the SR' s governing, strategic and executive levels. In the survey, only half of the respondents are able to name external (private) stakeholders, such as the Red Cross, and in the interviews, interviewees talk mainly about the collaboration with the municipalities and sometimes, the partners within the VR (internal board, fire brigade etc.). In Bryson's model (Bryson et al., 2015), accountability is one of the factors that is deciding for the collaborative environment. Although interviewees often mention the different hierarchical levels they respond to, they do this more because everyone needs to be informed properly for the collaboration to function, than that they speak of it in terms of being held personally accountable.

Generally, the interviewees and survey respondents speak of a good performance, meaning that the crisisfunctionaries are trained and incidents are well taken care of. Although many interviewees detect plenty opportunities for improvement (these differ per region, from realizing a stronger involvement on strategic level, to a more intensive regional collaboration), when they look at the overall goal of the collaboration, they are satisfied that it is being achieved. As I4 describes the collaboration in their region "constructive, enjoyable and aimed at growing even stronger." As examples of good performance, they often mention the regular meetings with the different levels (i.e. all parties are informed), a shared sense of responsibility, the adequate solving of crises/incidents, that all crisis positions are filled and that all crisisfunctionaries are sufficiently trained for their role. As I5 puts it "As long as I think 'well, PC stands strong' – then there is a flow in the positions, we perform reasonably, the portfolio holder [mayor] understands the development goals - well, I think we are doing quite well."

With regards to *limitations imposed by the environment* and *resources*, interviewees struggle mainly with their lack of mandate (meaning they do not hierarchical power over their partners), the difficulties they experience in convincing municipalities of the need to contribute and their limited sphere of influence. Essentially, much of these difficulties boil down to dependency: on

superiors who need to position PC on a strategic level (this applies in particular to respondents from the executive level); on the willingness of colleagues to contribute to the collaboration (this applies mainly to interviewees on the strategic level); on the resources that are available within the safety region or on a national level; on the internal relations within municipalities between the mayor, the strategic and executive level; but also on employees, executives or superiors who are willing to be honest and signal potential problems that are outside of the leaders' viewpoint. One interviewee (I1) also mentions that a large downside of working within a network is that it means you have to involve all levels and all parties, which can slow down the processes of realizing results and change:

> "all these levels can make everything very time consuming. Everything always has to be consulted with everybody, and then it has to go the municipal directors again, and the Daily Governing Board and the General Governing Board, and crisisfunctionaries themselves also have an opinion – and rightly so."

To help deal with these limitations, or to make an optimal use of resources, *the level of help on the strategic/governing level* that the interviewees receive, is of crucial importance. The trust the interviewees receive from their equals can be a great resource, as it increases their mandate. Sometimes this level on trust can be related to a disinterest in the topic (I4 and I5 report that some of their municipal director colleagues in the other municipalities can be too eager to trust them to take care of all things PC-related) , which interviewees on the strategic level can experience as difficult or frustrating. However, they have more agency: they can directly confront their colleagues on the strategic level. For the interviewees on the executive level this is more precarious, as they depend on their superior's willingness to contact his colleagues on the strategic level. That this can sometimes be difficult, becomes evident when I2 describes that her superiors municipal interest can sometimes conflict with the regional interests. On the other hand, I3 finds a great resource in her superior, who is always willing to help out.

Not surprisingly, the *impact of crisis* on this collaborative endeavor that is aimed at crisismanagement is relatively big. Respondents mention Corona often in terms of delivering difficulties, through increasing their workload and in some cases, decreasing their capacity due

to sickness of employees. However, they also note positive side effects and mark Corona as a driver of collaboration. S3 remarks in the survey that Corona has increased the level of involvement from municipalities in regional PC. This is underwritten by I1 in the interview: "I have to say that Corona has given a great impulse, that we really saw that we do it for each other and with each other." S7 remarks in the survey that Corona helped make the added value of PC more visible. They expand in the follow-up interview (I5) that Corona differed from traditional crisismanagement in that it was mainly a health- and population care crisis. This helped the traditional crisis services, such as the police and fire brigade, see the impact PC can have.

When looking at the survey, generally, respondents think the achievements of PC are visible for the municipalities and the other involved parties. This survey question is mostly interpreted in the operational sense; the respondents that choose to exemplify their answers often mention the evaluation of incidents/crises. Additionally, a small number of the respondents mention that the other emergency services within the VR's are generally well aware of the accomplishments of PC, or make a note administrative bodies in which the accomplishments of PC are being reported and monitored. Three respondents show some skepticism: respondent S15 remarks that on a regional level, the accomplishments are visible, but that there is less insight of in the local activities. S1 remarks that they are held accountable by the Board of the VR, and that the advisors crisismanagement within the municipalities (civil servant level) are very well aware of the output of PC. S3 also mentions these civil servants, but notes the degree of dependency on these civil servants as they are responsible for informing the municipalities internal bodies. The dependency of the research population on the help *they receive from the strategic or administrative level* that becomes apparent in the interviews, thus extends to the executive level as well, as becomes apparent in the survey.

The *regional structure for population care* shapes to a great extent the specific challenges interviewees deal with: in one case (I5), the region is completely regionalized and it is more difficult to keep all municipalities involved; in others, large internal differences exist in the region, which require more customized approaches and in one case, a wish for more regionalization and interdependence (I2). The *regional structure for population care* is to a great extent shaped by the *internal differences within the environment*. When asked in the survey whether cultural differences exist between municipalities, most respondents point to differences

in the scale of the municipalities, and as a consequence, the resources they have access to. Larger municipalities are generally more professional and take on more responsibility. Furthermore, the majority of the survey respondents finds tensions between autonomy versus interdependence; and own interest versus collective interest; to be present in their VR. Only a minority of the respondents finds inclusiveness versus efficiency to be a potential source of tension. About a fifth of the survey respondents does not believe it necessary to specify tensions, as they are "no more than usual."

In the case of S10, where the largest municipality with the support from the SR, carries out all PC tasks, collaboration runs smoothly. This may be due to eliminating cultural differences to a great extent through delegating all tasks to one stakeholder. However, this respondent reports the surrounding municipalities as not being very involved and aims to change the current arrangement. This is interesting, as the literature typifies collaborative governance as geared towards the obtaining of a common good that cannot be reached by single organizations (McGuire, 2006). However, due the specific demographics in the region of S10 (the largest municipality has over 80% of the inhabitants) it seems the task can be performed by a single organization. As S10 wishes to change this, it seems that not only the task, but also collaboration itself can be the goal.

In the regions that already collaborate on the PC tasks, S1 indicates "self-evidently, there are cultural differences: city-country, big-small, catholic-protestant etc." These same factors, as well as the level of wealth of municipalities, are mentioned by respondent S3, while S6 mentions varying degrees of "flexibility" of municipalities when collaborating. Respondent S9 represents two regions that collaborate and points to cultural differences between the regions, rather than between the municipalities. He typifies one region as more focused on collaborative solutions, and the municipalities in the other region as more focused on their independence. Interestingly enough, these are exactly the factors that respondent S4 notices within their region. Finally, S2 points to the role of the mayors in causing the cultural differences and notes that "administrative coordination is sometimes required." Three of the fifteen respondents do no notice any difference and while a few other respondents do notice differences, they do not think these matter too much, as they are "always resolvable" (S14) or "on the floor (meaning: during crises), we all collaborate" (S4).

Another respondents who finds these *internal differences* not too problematic, is I3 (who operates on an executive level). They do note these internal differences, but as they have a superior who is very involved and always willing to help, and – as discussed in the above – clear agreements on the task division that are widely supported, I3 does not wish for more regionalization. However, I3 (S15) in the survey does give a critical note that catering to these diverse needs means using custom-made interactions: "It can require a bit more time to realize something."[2] The presence of a clear task division and a helpful superior mitigate the challenges are posed by the internal differences inherent to the regional structure. These findings suggest that as well as cultural differences that are present within most regions, there are still larger trends visible, and that regions themselves differ in culture as well.

In the *requirements that the environment makes* these customized approaches are mentioned, as well as the need for professionality of the crisisfunctionaries and collaboration to deliver good quality population care. This includes motivating crisisfunctionaries to take part in trainings and municipalities to contribute in capacity. A large part of the reason why collaboration is so challenging is the fact that both for the municipalities and the individual crisisfunctionaries, "crisismanagement is secondary" to the regular tasks. As S7 answers in the survey to question how municipalities relate to the regional task of PC, there is "sufficient involvement. Every municipality contributes proportionally. It is important to constantly stress the shared interest." I3 underwrites this when they explain that what they find the most challenging aspect on the job is "that you always need to fulfill that role of Harlem's oil, that without you, the collaboration does not take place." Some interviewees feel that they need in-depth knowledge (while others very consciously focus on the process, delegating the content to the executive level), the ability to give direction to the team and networking skills. As I5 puts it when they compare their work as coordinating functionary to their primary job as municipal director:

> "Well, it a network-function, so that requires different qualities (…) in the function of coordinating director I cannot rely on formal responsibilities, because I don't… yes, according to the law I have a role, but I do not have a… I cannot obligate anything, I really depend on my persuasiveness. I have to make sure that my colleagues go along."

[2] Dutch: Het vraagt hoogstens meer tijd om iets te bewerkstelligen

To be a good networker, it requires includes being aware of the importance of timing, i.e. monitoring opportunities for improvement and escalating these issues at the right moment. Regarding "change" it is noted that it is often reached through informal decisions, and - as noted in the above – that it takes time to accomplish this as it needs to be widely supported to be implemented.

The inherent joy in collaboration

However, it are exactly these challenges that are noted in the above that make the job interesting to the interviewees. The following codes have been developed to mark the job-resources that interviewees have indicated to enjoy:

1. *Curiosity can be satisfied*: meaning that the job offers them a new, different environment with a different network, which enables learning.
2. *Adding personal and social value*: meaning that the interviewees find it rewarding to help serve society and enjoy the value they add for their network through their specific skillset.
3. *Others* meaning the interviewees find the teamwork in the collaboration, and the new people they meet through the extension of their network, joyful.
4. *Enjoys the inherent challenges to collaboration*: interviewees indicate they enjoy the complex nature of the collaboration.

Summary: How do leaders describe the collaborative context in which they operate?

The answers to the survey generally show limited historical awareness of the respondents, however, this is not related to the numbers of years they are employed in this particular function. This indicates many respondents do not seem to find this historical awareness relevant to the current situation. Generally, municipilaties seem to have a shared vision on PC, although some critical side-notes are made. Regarding the level of involvement of municipalities, answers indicate that this generally in order, although the answer indicate that this does not occur naturally, but require some work to accomplish. Corona seems to have had an positive effect on this. Within some regions, cultural differences are more visible than in others, more-over, the regions differ in culture themselves as well. Some respondents either have a very limited sense of awareness of external partners, or there is a large variance in the number of external partners

each VR collaborates with. There do appear to be various levels of influence between municipalities within regions, due to demographical factors (most obviously, the size and thus resources of the municipality) and possibly the intrinsic interests of mayors. Regarding tensions present, opinions differ, but most respondents agree that specifically tensions regarding autonomy versus interdependence and own interest versus collective interest are present. The visibility of the achievements of PC seems to be acceptable and not problematic.

In the interviews, interviewees do generally experience a great sense of "togetherness" within the network, although they are very aware of the need to accommodate all hierarchical levels of municipalities and their diverse interests, and very consciously invest in diverse strategies for these relationships and platforms. The main difficulty they encounter is their lack of mandate, making them very dependent on their partners, specifically the willingness of the strategic and governance level to use their influence amongst their colleagues or over their executives. Crises have a great amount of influence over the environment, negatively in terms of limiting capacity and increasing the workload dramatically, but (not surprising for a crisismanagement organization) they are also great drivers of collaboration. How the regional structure of the collaboration is shaped, influences to a great extent the specific challenges interviewees encounter. A clear, commonly agreed division of the task mitigates frustration over these challenges. Respondents indicate the need for customized approaches (interviewees on the executive level) or personal persuasiveness (interviewees on the strategic level). The main challenge is that crisis is secondary to the tasks of municipalities, therefore, they need to be reminded of the importance of the collaboration and facilitated in the collaboration. Collaboration is a challenging, time-consuming, but rewarding process. Interviewees indicate that without their central networking role, the collaboration would falter.

4.2 Which leadership behaviors do they employ?

In the survey, the respondents are asked to indicate to what extent they use certain behaviors, from a scale of 1 (not applicable or never) to five (always). For every behavior, respondents are asked to rate three indicators. As explained in the previous chapters, all leadership behaviors can be categorized under certain leadership orientations (Yukl, 2012). In Figure 1, the weighed mean

of all respondents across orientations is shown, and in Figure 2, the weighed mean and modus of all respondents are shown per leadership behavior.

Figure l

Weighed mean of respondents leadership orientation.

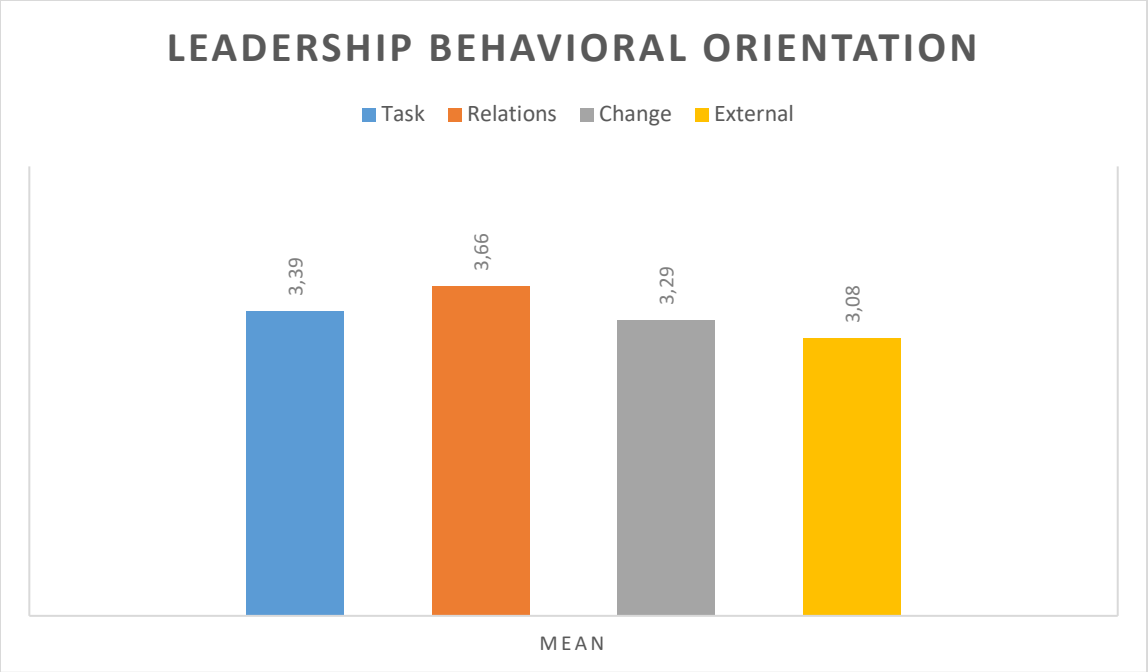
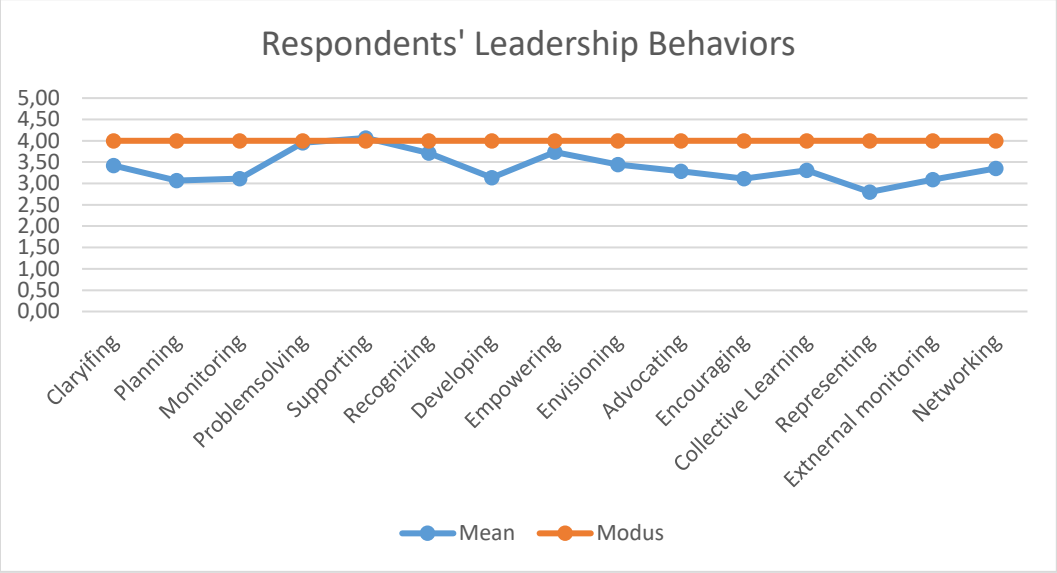


Figure 2

Weighed mean and modus of all respondents per behavior



For explorative purposes, initially both the modus and mean of all responses were plotted. However, the modus is all for all behaviors was 4 (“almost always”). Consonantly, the mean for the majority of the behavior does not differ much from the overall modus, as it fluctuates between 3,0 and 4,0, with two exceptions: Supporting behavior (m = 4,07) and Representing (m = 2,80). Both the mean and modus indicate that generally, most respondents use the leadership behaviors relatively often. As the modus does not show any fluctuation, it is omitted from further analysis.

The taxonomy of leadership behaviors is shown underneath in table 3 , including the mean-score of all respondents on the rating of the three indicators per behavior.

Table 5

Weighed mean per behavior.

Orientation	Behavior	Mean
1.Relations	Supporting	4,07
2.Task	Problem-solving	3,96
3.Relations	Empowering	3,73
4.Relations	Recognizing	3,71
5.Change	Envisioning	3,44
6.Task	Clarifying	3,42
7.External	Networking	3,36
8.Change	Collective Learning	3,31
9.Change	Advocating	3,29
10.Relations	Developing	3,14
11.Task	Monitoring	3,11
12.Change	Encouraging	3,11
13.External	External monit.	3,09
14.Task	Planning	3,07
15.External	Representing	2,80

As is shown in Figure 1, respondents overall make the most use of relations-oriented behaviors. Within these category, they make the most use of Supporting behavior with a mean of 4,08 (which is the highest-rate behavior in general), but also relatively high rated are ‘empowering’ (m=3,73) and ‘recognizing’ (m=3,71). Within this orientation, the use of ‘Developing’ behavior is rated markedly lower at m = 3,14.

After Relations-oriented behaviors, respondents indicate they use the most use of Task-Oriented behaviors, with the behavior ‘problem-solving’ scoring the highest with a mean of 3,69 after ‘supporting behavior.’ Second within the Task-oriented behavior is the “clarifying” behavior, which with a mean score of 3,42 scores relatively high across al categories. However, the Change-oriented behavior of ‘envisioning change’ (m=3,44) exceeds this by a very small measure. In the catogory External-oriented leadership behaviors, the behavior ‘networking’

scores relatively high across all catogories with a mean of 3,36. However, overall the externally oriented behaviors are reported to be the least used by the repondents. Nonetheless, the differences between the reported behaviors are relatively small.

Table 6

Mean of the individual respondents per leadership orientation.

Resp.	Task	Relations	Change	External
S1	2,50	2,50	3,33	2,56
S2	3,09	3,33	2,75	3,22
S3,I1	3,75	3,67	3,83	3,56
S4,I4	4,92	4,63	4,25	3,78
S5	2,42	2,42	1,17	1,22
S6	2,83	3,67	3,17	2,56
S7,I5	3,33	3,42	3,33	2,78
S8	3,08	3,5	2,67	2,89
S10, I7	3,42	3,58	3,67	2,89
S11	3,17	4,08	3,75	3,78
S12	4,00	3,75	4,00	3,67
S13, I6	3,67	4,67	3,92	3,67
S14	3,92	4,58	4,08	3,78
S15, I2	3,67	3,92	3,67	3,44
S16, I3	3,08	3,33	1,75	2,44
MEAN	**3,39**	**3,67**	**3,29**	**3,08**

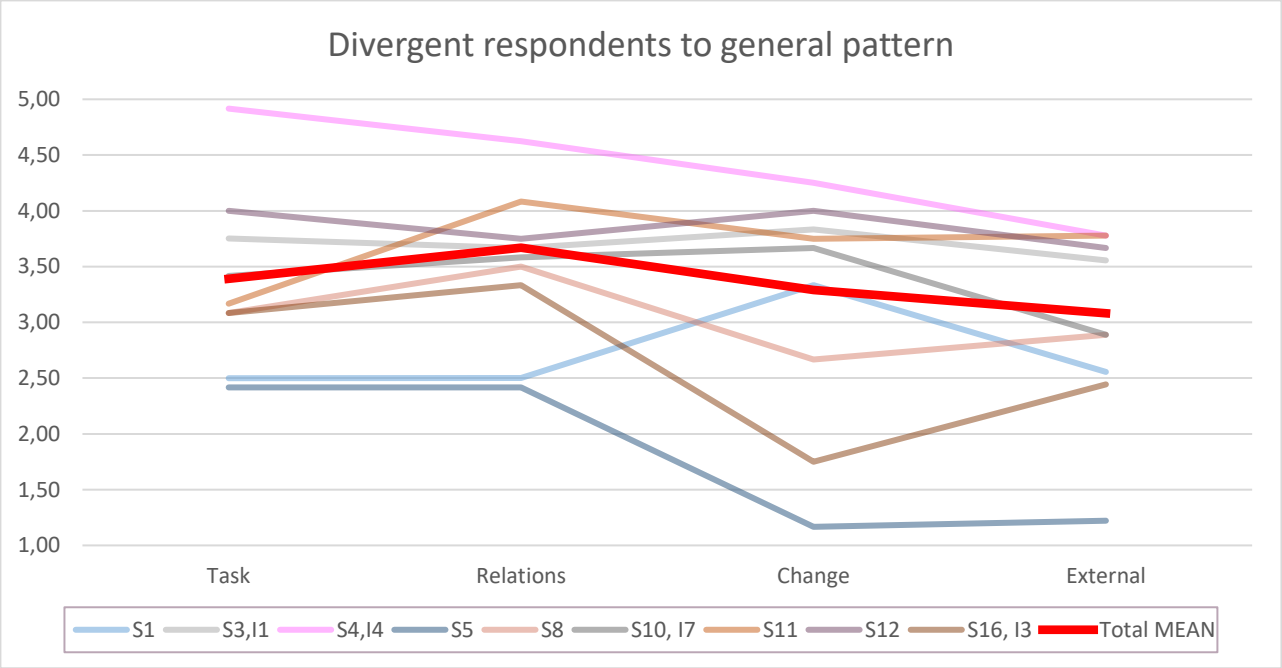
Orientations of individual respondents

While the modus may not show any variance and the mean only to a limited extent– both per orientation and per behavior, the individual responses may be of more interest. In tabel 6, the mean of the reported orientatiel behaviors by the respondents is shown. This shows the pattern described in the above, namely that relations oriented behaviors are the generally the most used, does not apply to all respondents. In Figure 3, the respondents whose behavioral pattern diverges from the weighed, general pattern, are plotted.

That the height of the mean is of rather less interest than the partern, is illustrated by respondent 5, who rates her use of relations-oriented relatively low at a mean of 2,42. However, when compared to how she scores her other behaviors, it becomes apparent that she uses relations-oriented behaviors, together with task-oriented, the most often, as the other categories are rated considerably lower (Change-oriented: m=1,17; externally-oriented: m =1,22). However, in the latter scores S5 does divert from the general pattern, as she rates her use of external-oriented behavior higher than change-oriented behaviors; as do respondents 8, 11 and 16. Respondent 11 also rates his external-oriented behavior higher than his task-oriented behaviors.

Figure 3

Divergent respondents to general pattern



Behaviors the interviewees demonstrate

They show the following behaviors or skills:

1. Employing and upkeeping network
2. Dealing with problems
3. Critical behaviors
4. Monitoring
5. Supportive behaviors
6. Leading by example
7. Adjusting & improving
8. Strategic thinking
9. Accepting
10. Crediting others
11. Directing
12. Clarifying

By *employing and upkeeping network* interviewees use -self-evidently- networking behaviors, not only to connect partners with each other and try to persuade them to follow a common course. Networking is more than just talking to partners regarding Population Care, but several interviewees mention using their knowledge of partners activities to connect external parties to the municipalities and vice versa, to help external parties and build good faith. Population care is focused on the executive and strategic level of municipalities, the governance level is considered "multi" (comprising all four crisis emergency services – medical, police, population care and fire brigade). However, population care does not only serve the municipalities, but is also an integral part of safety regions, therefore, they can help partners of and departments within the safety region. As S1 describes a cyber game in which she trained the governance level of municipalities:

> "as they regional department for population care, we were able to increase our visibility to municipalities (…) so you are visible, you are occupied with new risk – a relatively new theme. You're giving a training, so that is different from leading [your job description]. However, you are doing your job. You are showing municipalities that you are concerned with the new crisis-types and that you are willing to learn about these crisis-types together with them."

However, *employing and upkeeping the network* is not limited to networking, a large part of it also constitutes: communicating on different levels; being able to delegate work to executives or other parties; solving issues through positioning superiors or followers; knowing the interests of the partners and how they interact with another and how you can use this to your advantage;[3] lobbying for support or resources; employing resources to facilitate connection and finally, being able to switch between tasks on different strategic levels. One could also say "stakeholder management."

The second behavior interviewees mention a lot is *problem-solving*. It includes monitoring (potential) problems, signaling them to superiors or executives and taking (preventative) action. I7 provides an example in which they use all of these smaller behaviors that collective help solve or prevent problems:

> "The system for victim registration during incidents had to be renewed. I'd had a bad feeling about it for some time: yes, we had a system, but it was over ten years old,

[3] Dutch: weten hoe de hazen lopen

> nobody knew how it worked anymore, nobody knew the process anymore. Well, then it is up to me to keep pushing it. 'Hi guys, we have to do something about this.' To develop it. And then you start looking at people like 'guys, is this in order? Yes? How does it work?' and then they find out for themselves it is not in order and then you have a reason to put it on the agenda and charge people with it."

Problem-solving is a behavior that is both pragmatic and strategic. The respondent in the example in the above acts on the executive level, meaning they cannot simply charge other executives with improving the current system, but first need to make others realize that there may be issues with the current system.

Thirdly, interviewees use *critical behaviors* and *monitoring* very often. *Monitoring* is mostly focused on looking out for opportunities for improvement and change, and noting relevant developments that might affect population care. It also includes monitoring the contributions of partners. *Critical behaviors* constitute sharing opinions openly and honestly; giving feedback; being willing to openly disagree when necessary; confronting and reminding partners of responsibilities; setting boundaries and practicing expectation management. Multiple interviewees emphasize the need to "keep each other on their toes" (I4) and invite critical feedback from others. Again, interviewees on the strategic level give more examples of actual situation in which they use critical behaviors, where-as interviewees on the executive level share their opinion on structural issues and how they seek to improve them. However, even though the interviewees on the strategic level may feel more free to be openly critical, they do not necessarily enjoy it, as I4 recounts a situation in which they needed to criticize her colleague in order to get them to contribute:

> "and that I really needed to say: 'You know, everyone is contributing except for you. You know that is not acceptable, right?' you know, having to play it that way. Yes, I find that… it's not my favorite style, so to speak."

Generally, the interviewees are very well aware that is not so much what you say, but how you say it. As I6 remarks "being straightforward is not necessarily the same as being unkind. Sometimes you have to be, because otherwise it does not translate, but… normally I'm not unkind. But I am very clear."

Other behaviors that are often used are *supportive behaviors* (meaning: taking an interest in and caring for the needs of others) and *leading by example*. The latter entails taking initiative

and responsibility, encouraging others to do the same and asking for help. It also includes stepping over personal apprehension – as I4 does in the example above where they confront their colleagues, despite disliking this kind of behavior – and stepping up themselves, which is illustrated by the fact that the interviewees generally have a crisisfunction. More-over, the interviewees use *adjusting & improving* behaviors (meaning being flexible, innovative and able to improvise) and strategic thinking (how to approach each different level, but also anticipating future challenges) relatively often. Furthermore, they need to be able to *accept the risks* of having to make decisions without being able to predict the outcome *and the limitations* that are inherent to their position. Finally, and to a more limited extent, interviewees show or mention behaviors such as *crediting others*, *directing* and *clarifying*.

Values underlying the behavior

While the sub-question is what leadership behavior the interviewees employ, during the interview (which was primarily geared to towards the first – collaborative context – and third subquestion – role perception –) the interviewees did not only describe situations in which they used certain behaviors, they also demonstrated underlying convictions or values that informed their behaviors. These values can be categorized under the following codes – again ranked according to quantity of quotations:

1. *Motivated to contribute*
2. *Good quality*
3. *Fairness*
4. *Honesty (the latter underlies the previous three)*

Motivated to contribute means that the interviewees value delivering a good service to their citizens and superiors. This entails hard work, the intention of becoming better together, taking responsibility, making decisions together with the relevant parties (aka shared ownership and influence over issues) and "putting your money where your mouth is" or delivering what you have promised. As I4 puts it: "the central thought is always: 'we do not do it for ourselves, but for our civilians.' That always comes first to me."

The interviewees valuing of *good quality* has mainly to do with the quality of the crisismanagement during incidents. This means that they value well-trained crisisfunctionaris

and acknowledge the additional value of being a crisisfunctionary. As a part of this, most interviewees, without being asked, mention that they fulfill this role themselves as well. I1 talks about how they value people who are able to bring theory into practice:

> "I'm of the opinion that, if you work for a safety region, you have to be able to do this. Not only giving the trainings and writing the policy papers, but if something is going on, you have to be able to step up and participate."

In other word, interviewees value putting theory into practice. One interviewee (I6) extends the value of delivering good quality beyond crisismanagement by tying it to what they perceives to be the goal of population care: delivering good services to the population. Which means, according to him, bringing in the populations perspective and daring to be critical:

> "Look, the word describes it already: population care. In my perspective, they are allowed to pretend to know the population (…) I'm of the opinion that municipalities, the people within Population Care, like no others, are the eyes and ears of the population. And that every now and then we have to, want to, and dare to put that perspective on the table."

Here, they are specifically focused on the executive and strategic level, as he criticizes the governance during Corona times for not paying enough attention to society's needs.

When the value *fairness* is expressed by respondents, the common thread is the underlying theme of reciprocity. When asked the consecutive interview questions "what do you expect of the people in your environment?" and "what can others can expect of you?" several interviewees answer to the latter question "the same." Furthermore, interviewee I4 expects constructive feedback: "Of course, you are always free to disagree with something, no problem, but only naming what you find fault with and offering no solution, well, I'm not a fan of that." Both I4 and I5 hold parties accountable to deliver what they have promised and do not allow them to back out at a later point. I6 explicitly states that they do not attach value to hierarchy and treat mayors in the same way they would treat executives: being open, critical and honest to them. Furthermore, they think authority needs to be earned through experience.

Finally, several interviewees note that *honesty* (to the population they serve, and to and from their superiors and executives) is important to deliver a good job. The theme of honesty is associated with the values described in the above. As I6 puts it:

> "In the end I think that people who are being surrounded by 'yes-nodders' are none the wiser for it. So… I don't think there is anything wrong with a bit of pushback once in a while. And if they do find it wrong, that's a pity. I'm not going to agree for agreeance's sake, and I'm not going to counter for the sake of countering."

It is interesting to note that the quotations related to the values are mostly from the interviewees who serve on the strategic level. A possible explanation for this is that are more focused on strategic questions, and as they have generally consciously chosen to fulfill this role as a secondary function, it makes sense that they are maybe more focused on the "why" question, than the "what" and "how" questions. These differences in the chosen behaviors are not visible in the survey results.

The interviews thus give an interesting addition to Yukl's taxonomy of leadership behaviors, and give some additional insight in the values and belief systems underlying the chosen behaviors. Interestingly enough, in the interviews twelve behaviors also appear most prominently, although through open coding, the labels they get are different. In the discussion of the expectations, possible explanations for theses differences are explored.

Summary: What leadership behaviors to they employ?

When looking at the weighed mean of all respondents to the survey questions, it shows that respondents generally use all leadership behaviors relatively often. The pattern that emerges is that the most often use relations-oriented behaviors, followed by task-oriented behaviors, then change-oriented behaviors and lastly, externally oriented behaviors. However, of the latter category, they use the "networking' behaviors relatively often (7^{th} place), although not as often as the Task-oriented 'problem-solving' behavior (2^{nd} place) or the Change-oriented behavior 'envisioning change' (5^{th} place).

This orientational pattern that is shown in Figure 1 however, does not necessarily apply when looking at the preferences of individual respondents: 9 out of 15 respondents do not completely adhere to it. Three of these 9 respondents are most focused on Change-oriented behaviors (S1, S3 & S10). One respondent (S12) rates task- and change-oriented behaviors equally, but both above relations-oriented behaviors. Another respondent (S5) rates task-oriented behaviors equal to relations-oriented, and respondent 4 rates task-oriented even the highest.

Respondent 5 again diverts from the general pattern, together with respondents 8, 11 and 16, in rating external-oriented behaviors higher than change oriented. Thus, where some respondents diverge from the pattern in rating change- above relations-oriented behaviors, other respondents diverge by rating not external- but change related behaviors lowest. Finally, a small number of respondents rate task-oriented highest.

In the interviews the behavior or skill interviewees mainly use is the *upkeeping and use of the network*. In the large part, they use the external behavior (or internal, depending on how one would position municipalities within the SR) networking, but also relationship-behaviors for these such as communicating, helping, showing interest. This entails knowing the interests and resources of involved parties and how to accommodate and use these. However, it also includes task-related behaviors such as delegating work to the relevant parties and position superiors and followers through providing them with clear direction of the set course.

Similar to the survey, the second most reported behavior is *dealing with problems* (aka "problemsolving"). Additionally, interviewees recount many instances of *monitoring* behaviors: for relevant developments, opportunities for change and potential problems. Used to a similar extent is the use of *critical behaviors*: advising, signaling problems, asking critical questions, confronting parties that do not contribute enough, giving feedback and sharing their opinion based on their expertise. Others behaviors that they use relatively often are *supportive behaviors* and *leading by example*, through displaying the behaviors they want the involved parties to follow. To a more limited extent, they talk of the importance of being *adaptable* and *strategic thinking*, and *accepting the risks and limitations* that are inherent to the work. Finally, they mention clarifying, directing and crediting others.

To answer this questions, the responses to the survey are leading, as in the interview, respondents were not explicitly asked to reflect on behaviors. The focus there lay on their tasks, skillsets and examples of situation in which they were able to add value. However, the interview does show the limitations of the Yukl framework for this specific context, as the partners are internal to the collaboration. Therefore, while the "externally oriented" networking-behavior does not show score very highly in the survey, in the interviews most behaviors the interviewees expose are a part of networking. This may be due to the collaborative, non-hierarchical nature of their position. For example: for task-oriented behaviors (e.g. for the task of making sure that crisisfunctionaries are sufficiently trained) they often need to employ their network in the

municipalities to ensure that the strategic level of the municipalities use their hierarchical position to obligate their member to participate in trainings. However, the interviews did also support the surveys findings (and thus Yukl's framework) in rating problem-solving behaviors second highest.

The interviews had the added benefit of showing the interlocking value-system that informed the behaviors: the value of contributing to society/the organization of the VR, through delivering good quality, to which all involved parties contributed their fair share. These values make it easier to understand why interviewees for example do recount of many critical behaviors, as these behaviors are helpful in accomplishing quality and contributions.

4.3 How do leaders perceive their role within the collaborative context in which they operate?

When looking at the interviews, four main task can be distilled that the interviewees feel responsible for:

1. *Managing the workload:* this essentially means that the interviewees are able to prioritize and through this, give the regional team direction (or, their manager within the region) on which issues to focus and spend what amount of capacity on. It also includes lobbying for more resources on the strategic or governance level when required. This finding is supported in the survey. Here, many of the respondents' answer to the question what they see as their main task boil down to making sure PC functions well both during crisis and in preparation for crises (e.g. training crisisfunctionaries, but also keeping finances in check and informing and involving municipalities). Addtionally, several respondents name giving direction or leading (S4, S8, S13).
2. *Bringing PC into position*: two interviewees (I1 and I5) on the strategic level find it very important that Population Care is taken seriously by both the other emergency services within the safety region and on a national level. Several interviewees note that they find it very important to translate questions or issues that exits on the national level of Population Care to the region, and similarly, translate regional questions that concerns all parties, to Population Care specifically. They characterize Population Care by the high level of relationship management and how this is crucial to the success of Population

Care. Bringing Population Care into position also entails asking for bringing this perspective to the table with the other emergency services, as they have a different scope and might miss issues that are important. In the survey, S10 indicates that they see it as one of their primary tasks to advocate the further development of PC.

3. *Managing the information stream:* It is crucial that the interviewees are able to inform the strategic or governance level of relevant developments and signal potential problems. Simultaneously, it is important that all parties are involved in developments, otherwise they are unlikely to collaborate on issues, and informal contacts play a large part in effective communication. In the survey, respondents emphasize their function as a "linking pin" (in the words of S5, S6 and S7) between various administrative bodies, organizational levels and partners. One respondents feels responsible for keeping the safety region and all municipalities within the region all equally informed of developments (S6).
4. *Serving the strategic/administrative level*: this entails that interviewees safeguard the continuity of the crisisorganization in all possible scenario's, that they follow-up on the signals of superiors, that they are able to advise them and prepare them for meetings when necessary. In the survey, respondents also indicate that they see it as one of their main tasks to not only keep their collegaes on the strategic level informed, but also holding them accountable for their contributions. Many respondents indicate that they spend a great of the time they have available for this role on advising on their superiors and coordinating on the executive level.

Expectations of their environment

In order to perform their task, interviewees also hold a few expectation from their environment in order to help the collaboration and PC be successful:

1. *Involvement*: interviewees want their environment to take their responsibility in this shared task, step up, work hard, be willing to collaborate and commit, and to be honest when they see certain issues or cannot deliver. Of superiors, they expect them to be informed and interested, willing to promote PC if they are tasked with this portfolio, and involve the regional department when they question or see certain issues.

2. *Active development of collaboration:* this expectation is mainly geared to the executive level. Interviewees want the executives in the network to think strategically, aim for further improvement and be pro-active. I2 remarks that of her own regional department, she expects even more, as she wants them to actively network and invest in the executive relationships with the municipalities.
3. *Addressing of problems/concerns:* closely related to the value of honesty, interviewees expect the people in their environment to be honest if they are experiencing problems with capacity, to dare to be critical, to share it when they disagree and to signal potential problems instead of trying to resolve them independently.

The main challenges they experience and how they see their added value

When asked what they perceive as their main challenge in this function, two respondent (S6 en S14) answers with the same image: "keeping all frogs in the wheelbarrow."[4] This is a reference to a Dutch book which offers practical tips to leaders that want to prevent their followers from jumping in all different directions, of the "main track" so to speak.[5] In a similar vein, another respondent (S3) answers: "making sure that Bz receives the attention it deserves, both multi [meaning: within the safety region] and within the municipalities; and that Bz keeps developing and that these developments are broadly supported within the region and aligned with the national developments." Another respondent (S12) sees the main challenge in "further intensifying the collaboration." Again, several respondents mention connecting all partners, and making sure all municipalities remain involved. In some cases, respondents specify that this also applies for all municipalities contributing via capacity. One respondent (S2) notes that the main challenges she sees is ensuring the engagement of smaller municipalities. Many respondents mention networkleadership, and one respondents (S15) elaborates "the coordinating municipal functionary [their leader] does not have a local mandate and is dependent on the relationship with the municipalities for realizing results." Correspondingly, another respondent (S16) does not wish to have to impede on the local situation for municipalities as she reports her main challenge to be "ensuring the connection between the municipalities without having to interfere from the safety region." Similarly, another respondent (S12) says "steering on shared

[4] Dutch: alle kikkers in de kruiwagen houden
[5] Alle kikkers in de kruiwagen - Boekblog - Managementboek.nl

responsibility." While most respondents thus focus on the process (involving municipalities and advocating development of the collaborative effort) one respondent however, finds the strategic focus challenging. He (S13) reports as his main challenge "not interfering with the executive, operational level and keeping on the strategic level."

When asked to describe the added value the respondents have within Bz, many again turn to terms as connection, coordination and central point of contact.[6] Several respondents mention their specific (operational) knowledge of Bz, which is some cases they tie to their strategic position as giving them unique value. Other points by one or more respondents: tying knowledge to the process; partaking in national forums and translating national question to the regional level and vice versa; representing Bz in diverse fora, managing the process to achieve desired results; keeping the oversight and enabling other parties to make strategic choices; bringing in the regional perspective, serving as a figurehead; and aligning and uniting the municipalities. Again several respondents mention the "oliemannetje/Haarlemmer olie" function (meaning, ensuring the whole process of collaboration runs smoothly). One respondent (S7) focuses solely on the strategic level when he describes his added value by defining his function in relation to that of his colleagues "primus inter pares amongst the other municipal directors." Another (S13) describes himself as the anchorpoint for Bz.

Role perceptions

This leads to the following role possible perceptions. Again these role perceptions have been ranked according to the number of quotations that ground the code.

1. Harlem's oil/Connector
2. Guarder of the process
3. Manager
4. Expert
5. Inspirator
6. Improver

Two interviewees literally mention the term for the main role perception that the research population has: "haarlemmer olie". I3 (who acts on the executive level) uses it to describe the

[6] Dutch: aanspreekpunt

role her superior fullfills for her, and I5 sees this as one of his primary functions. The connector acts on the background, makes sure everything runs smoothly, resolves the issues that the executives cannot handle without their help on the strategic and governance level. While other interviewees do not mention the term "oil-man" or "*Harlem's oil*" they do speak of "spin in the web" "networkleadership" "facilitator" and the ability to help others to resolve questions or issues. As I6 words it

> "They [the administrative/governance crisis team] may expect me to know the answers to questions regarding the situation in the municipalities on some issues, or at least, to be able to get them the answers they require on a short term. And the other way around can my colleague municipal directors expect me to deliver them the right kind of information from the adminstrative crisis team. Otherwise they might as well go themselves. "

I5 adds a national dimension to this regional focus by saying "you have to be able to move in a network. Switching between and connecting mayors, colleague municpal directors and the national developments." However, their role is not limited solely to knowledge of PC in municipalities, but also connecting the municipalities to the SR and the other crisis services within the SR. I1 speaks of "working multi. Looking at the problems from multiple angles."

The *guarder of the process* brings the broader perspective, acts mainly on the background, is careful not to go into depth too much, but is mainly focused on the question: are we performing our main task – delivering good PC in times of crisis? The process-guarder feels responsible for keeping all parties involved and focuses on coordinating and serving on the strategic level. Some respondents very conciously focus mainly on their strategic role. As I6 says "I think it is good that the Coordinating Municipal Director PC is not an expert in this case. It is very important to leave the experts to their expertise, and for me, to not be be an expert, but a generalist, who can sometimes form my own opinions about all of those experts, if you know wat I mean." In a similar vein, I5 reflects on how they do not have many hours for this role and how they conciouisly reflected on where they wanted to add value from their position: "I'm not going to add on content-level. Yes, sometimes I can have an opinon on rapports, but if everything is as it should be, then… my department knows much more than I do. I have to add on the network, on how things are managed, but not on the content."

The *manager* is focused on performing the right tasks, wants to realize results, is pro-active, and are very aware that they can be held accountable for the organization of population

care. The manager has a can-do mentality, prioritizes crisis, sees it as their task to sometimes say "no" to people and has mindset of either influencing or accepting. Managers are primarily interested in getting the job done. I1 discusses an example of how they saw one of PC's primary partners struggle to fulfill their role during Corona. "I think that when everybody takes up their role well during a crisis, we should be able to make quick advances. But when you notice one organization is struggling, well, everybody suffers from it. And those are things you cannot not change, but you do need to be able to deal with it." In this case, I1 found a coping mechanism in working more closely together with an alternative partner for similar services. Looking back, they regretted not discussing this alternative with the primary partner before starting the collaboration with the alternative partner. However, at the time, the primary crisis task had to be given priority over relationship-management. Like the previous role perception guarder of the process the manager is focused on performing the necessary tasks, but where the focus of the former lies on the strategic level, the manager's focus lies more on the daily, executive level.

The *expert* aims to unburden their superiors and environment through their expertise and knowledge. They will ask the right critical questions, share their opinions, are conscious of the relevant (national) developments, and can act on the operational level when necessary. They are experienced, can lead the regional team into the right direction and are intrinsically driven to perform well, which makes them reliable. A good example of this is provided by I5. When asked what others can expect of them, he describes as a part of his responsibilities

> "Well, in the General Goverance Board, for the portfolio holder, I have to make a sufficient effort when it comes to the crisisplan[7] or the evaluation of the Wvr to be able to advise them. I have to be able to say sensible things in a Board-meeting. And well, in the past 1,5 year, I have to – that is an exception of course, a crisis of this scale and required level of governance involvement – I have to know how to handle in the crisis when this is required of me."

The *Inspirator* acts as the representator of Population Care. They are proud of the results that are accomplished, recognize the contributions of the people within the network, are persistent, aim to inspire others, and are willing to help out even when this is outside of their (formal) job description. In short, they lead by setting a good example. Both the survey

[7] The crisisplan is a legally obligated product that SR's have to deliver and keep up to date of how the crisismanagement teams work

respondents and the interviewees frequently spoke positively over the overall level of output during crisis and of commitment in their region, and often mentioned fulfilling a secondary crisis function themselves as well. In the words of I4: “If you want to be in charge of PC, you have to make sure that you understand all aspects of it, and you can only do that through participating yourself.”

The *improver* wants to realize change – in a positive way. They have a mentality of believing in influence and will find ways to work towards the desired improvements. While they may except that they do not have full control, they will use whatever influence they have when a project is worth it. In the interviews, interviewees are asked firstly to provide an example of where they could add value of change something through their role. Consecutively, they are asked to provide an example of something they would like to change, but falls outside their sphere of influence. To this, I6 responds “Not being able to exert influence? That is not a part of my vocabulary.” In a similar vein I1 says: “If you really want to, you can change many things.”

Two final interesting notes can be made: firstly, the research populations identifies to a great extent with their job. They consider themselves succesfull when PC in the region is succesfull, they often speak in terms of “we” instead of “I” and they aim to serve society, deliver good quality and believe in the added value of collaborating for a greater good. Secondly, it is very important to note that these role perceptions are not exclusive; respondents switch between these roles. It may differ per context and per individual preference which roles they favor. Often respondents will act out several roles simultaneously. This becomes obvious in the answer of S13 to the survey question on which tasks respondents spend the most time. They answer “Connection and coordination. Keeping employees and directors 8 involved and accountable for their roles. Showing them that teamwork is fun and rewarding!” In this answer, respondent S13 is simultenously being the Harlem’s Oil/Connector, the guarder of the process and the inspirator.

Summary and analysis of the role perceptions

The research populations feels it as their main task to: manage the workload; bring PC into position; keep all involved parties informed; and serve the administrative and strategic level. In order to succesfully carry out their tasks, they expect their environment to be involved, want to

[8] Dutch: bestuurders

actively further develop the collaboration and that they are willing to adress (potential) problems or concerns. As was noticed in the previous sub-question when the values of the interviewees that underlay their behavior were being discussed, the theme of reciprocity appears again in this subquestion. Leaders expect of their environment to actively aim to further the develop the collaboration. In turn, they regard it as their task to bring PC into position within the SR. They expect their environment to adress (potential) problems, but this makes sense as they also consider it as two of their primary tasks to have and share all relevant information with all parties and to manage the workload. For the latter, they need to know the potential threats or problems that can threathen the continuity of the organization. Finally, they want to serve the administrative and strategic level themselves; it is no wonder that they expect others to be involved in the collaboration to contribute to the succesfull completion of their common task.

When one sees that from the interviews the main role perception of the interviewees is that of the Harlem's Oil/Connector, it is not surprising. Harlems' Oil is essentially an ailment to all cures; a connector is the person that ties all parties together in a network endevaor, that wat a collaboration essentially is. Essentially, leaders within collaborative governance want everything to be in order: they want PC to run smoothly and for all parties to be informed and involved in this. They are responsible for the coordination, the overview, thus they have to be able to find the cure for whatever ails the collaboration. They do not necessarily have to provide the cure themselves, but they do need to be aware of the potential problems and solutions to this. It is no wonder then that they primarily believe themselves to add value on "connection," being the "anchorpoint" of the collaboration. This is line with (Behrens, 2014) who posits that leaders are the reason that externally mandated collaboration work, because they exist to primarily to make it work. All other role perceptions, be it Inspirator, Manager, Improver, Expert, or Guarder of the Process, are roles they can take in order to help motivate others to contribute (Inspirator); keep them accountable for their involvement (Manager); improve the faults in the system (Improver); relieve the burden for the PC-task for the mayors and the administrative level through their expertise (Expert); and make sure that the right tasks are being prioritised and performed (Guarder of the Process). In short, depending on context and the individual preferences, all roles ultimately serve the purpose of curing an ailment that threathens the success of the collaboration.

Checking theory against practice: Discussion of the Expectations

In the underneath, the expectations that were set in chapter two on basis of the literature are checked against the results.

> Expectation 1: The research population feel the intuitive appeal of collaboration for obtaining a common public good (good PC)

This expectation holds true. It is visible in that the research population displays the value *motivated to contribute*, that they find joy in *others* and the *complexity and challenges that collaboration* poses. It is visible in how respondents generally speak favorably about the performance in their region, in their motivation of "becoming even stronger together" (I4) and how they describe the concept of *together*-ness is one of the primary code in their descriptions of collaborative context they operate in. It is visible in how respondents often define the success of PC in that incidents or crises are adequately dealt with and that the organization of PC is in order. The definition of what that common good is that they are aiming to obtain may differ per person (some will want an efficient collaboration, others may emphasize good relations with all involved parties, others will find it important that all parties contribute and others may find it more important that PC represents the interests of the population in crisis management). Generally speaking however, these definitions are all closely related and the research population is motivated to collaborate in order to deliver a good result.

> Expectation 2: The research population describe the collaborative environment as complex and multi-layered.

This expectation holds partly true. Yes, interviewees do describe complexity and are specifically focused on how to accommodate all the different parties and hierarchical levels appriopriately and sufficiently – for which they are both depedent on their superiors and the executive level. However, the respondents that function on the executive level do experience a greater level of dependency on their superiors. It is not surprising, and certainly in line with the literature, that respondents mainly point to their lack of mandate as their greatest challenge. Interestingly enough, respondents are not necessarily surprised by the level of complexity, nor does their limited historical awareness suggest that they wish to understand all nuances of the context. They seem to take a more pragmatic approach towards the context, focusing on how they can use their network to accomplish the aims.

However, what this not necessarily in line with the literature and more positive than this expectation posits, is that respondents indicate to enjoy the challenges the complexity of the environment poses, and that they generally experience a great sense of togetherness – even if they admit that without their central connecting and stimulating role, "collaboration would not take place." Move-over, respondents indicate to enjoy collaborating with others and to find a great resource in the people in their environment. This is in line with X , who points to the intuitive appeal of collaboration for a common good. It is nice to see that this perseveres in the daily practice.

> Expectation 3: Which practices are successful will vary per collaborative context, but generally speaking, collaboration is expected to benefit from good use of timing and a fair distribution of influence over stakeholders.

This is partly true, with some important nuances to be made. Yes, the collaborative context is reported to vary and to be greatly influenced by demographics and the regional structure for population care. However, each specific regional structure bring its own challenges – regions that have regionalized PC have more difficulty keeping municipalities involved and interested, while regions that work with more tailor-made approaches for individual municipalities have difficulty persuading the municipalities for regional efforts that require them to give up their independence. While municipalities can be comfortable with delegating all their responsibilities to one partners (in the region of S10), the leader in question is not. So, fair distribution of influence over the stakeholders does not feature prominently in the research finding, however, the research population does continuously stress the importance of informing all parties and all hierarchical levels. When the concept of timing is mentioned, it is mostly about how time-consuming collaboration is, because all of these parties need to be involved. It is not so much about all parties wanting to influence the collaboration, as it is about informing and involving (sometimes through use of the strategic or administrative level) all parties.

> Expectation 4: Due to the involuntary arrangement of SR's, leaders are expected to experience difficulty in persuading stakeholders to contribute to the arrangement.

This expectation holds true. The behaviors that the respondents mostly use are supportive behaviors. All respondents use relations-oriented behavior to a great extent. The respondents in

the interviews report using behaviors that are geared towards *upkeeping and employing the network*, the most, and also report that they use *critical behaviors* to a great extent. That includes confronting colleagues that are not contributing. I5 specifies that this is how their function really differs from their daily job as municipal director, as they mainly rely on the power of persuasion for this function, lacking a hierarchical mandate.

> Expectation 5: Many of the constraints or resources the collaborative context provides to the leaders' have been established outside of their control.

Partly true. Generally, respondents have a mentality of believing in their influence. The fact that in both the survey and the interviews the research population reports using problems-solving behaviors as the second highest, suggests that the leader excel in finding ways to tackle issues. However, they indicate that they do have to weigh whether they want to try and change things, because this can be very time-consuming. More-over, respondents do report a great level of dependency on their executives and superiors. Their behaviors seem to be mainly geared to using their network to their full advantage and eliminate risks through exercising their influence where-ever they can.

> Expectation 6: The primary public stakeholders (the municipalities and the SR itself) experience difficulty in actively seeking collaboration and interdependence.

This expectation holds true. As reported in the above, respondents indicate that they are of central importance in making collaboration happen. Especially for the municipalities, *Crisisfunctions are secondary* (see sub-question 1). When a central structure is in place (regionalized PC) municipalities become less involved, more eager to delegate it to their coordinating colleague. When PC is not regionalized, municipalities struggle with giving up their independence for interdependence. In both cases, respondents indicate that they need to remind partners (sometimes via their superiors) of their responsibilities in staying involved.

Expectation 7: Leaders within collaborative environments mainly use relations-oriented behaviors.

Partly true, while respondents generally use relations-oriented behaviors most often, the survey reveals they in fact use all types of behaviors relatively often, and that for 9 out of fifteen

respondents (the majority) they did not adhere to the general pattern of using relations-oriented behaviors the most often. Task-oriented behaviors also feature very prominently. It seems leaders within this particular collaborative context are general all-rounders, who decide according to their own preferences and specific situations which behaviors are most appropriate to use. The interview does confirm that their behaviors are mainly geared and *employing and upkeeping the network*, i.e. keeping their relations in order.

Unexpected findings & possible explanations

Because the interviews were coded through open coding, the findings sometimes differed from what was to be expected when looking at the models of Bryson (2015) for the collaborative context and Yukl (2012) for the leadership behaviors. Regarding the collaborative context, antecedent conditions were of very limited interest to the leaders, which may be explained by the fact that they fall outside of their space of control. In that regard, with the exception for their lack of mandate, leaders did not report to experience much frustration due to many factors that had been established outside of their area of control. This may be explained by their mentality of believing in their own influence and their prominent use of task-oriented behaviors, next to relations-oriented behaviors (mainly the task-oriented behavior of problem-solving). Yukl's model does appear to be limited and not entirely applicable to collaborative contexts, as networking behaviors scored relatively low in the survey, as it was geared towards external parties. However, in the interviews it featured prominently, as there it was it included internal partners to the collaboration.

The research had the added benefit of finding the underlying values and expectations that inform leaders role perception.

Chapter 6: Conclusion and recommendations for further research

The research question asked *To what extent does the collaborative context in which leaders operate, shape their role perception and the leadership behaviors they employ?*

The collaborative context influences to a limited extent how leaders perceive their role perception, the main limitation is their lack of hierarchical mandate. While the research population described various demographics and regional structures for population care, they all indicate that their main role is to be the Harlem's Oil. Their main task is to make sure that collaboration regarding PC in their region takes place, and they are intrinsically motivated to deliver a good service to their superiors and society. They all experience difficulty due to dependency on their environment, but generally, they find solutions for this. The behaviors that feature most prominently, for this reason, are *employing and upkeeping the network* (relations-oriented) and *problem-solving* (task-oriented). Also, leaders believe of vital importance to be able to inform and involve all parties in the collaborative tasks. Apart from this, respondents role perception and behavior are influenced by the whether they are positioned on the executive or strategic level. The former do experience a greater degree of dependence and less mandate. Hierarchical position thus seems to be of more importance the specific collaborative context.

However, it has to be noted that the main limitation of this thesis is the small scope and thus the low external validity. This research has been conducted in a very specific context (municipal crisismanagement in a time that Corona had a great impact on PC). It would be interesting to expend this research to other collaborative context, or repeat this research in a few year time, when the expected law amendment has taken place and Corona has subdued. This research did confirm Amsler (2016) thesis that legal texts are an important contextual factor. (Amsler, 2016)

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Appendix 1: Questionnaire semi-structured interview

The sub-questions in italics are suggestions for follow-up questions that are likely to be useful.

Appendix 1: Interview

Questions

1. Kunt u mij iets vertellen over hoe bevolkingszorg in uw regio georganiseerd is?

2. Wat vindt u het leukste aan uw baan?

3. En wat vindt u het lastigste aan uw baan?

4. Wat zijn uw voornaamste taken als CF bevolkingszorg?

5. Wat mogen anderen (bijv. gemeenten of de veiligheidsregio zelf) van u verwachten?

6. Wat verwacht u van uw medewerkers/collega's binnen de Bevolkingszorgkolom in deze VR?

7. Wat zijn volgens voor u de belangrijkste vaardigheden of competenties die u heeft om dit werk goed uit te kunnen voeren?
   a. *Hoe staan dit in verhouding tot uw eerdere werkervaringen? Zijn de vaardigheden en/of competenties die u hier gebruikt vergelijkbaar daaraan?*

8. Kunt u een voorbeeld geven van een situatie waarin u echt het gevoel heeft dat u het verschil kon maken vanuit uw positie als coördinerend functionaris?
   a. *Hoe deed u dat dan?*

9. Kunt u een voorbeeld geven van iets wat u graag zou veranderen binnen uw organisatie, maar wat buiten uzelf ligt?
   a. *Hoe komt het dat u daar geen invloed op heeft?*
   b. *Probeert u op een andere manier daar wel invloed op uit te oefenen?*

10. Tot slot: Hoe zou u de samenwerking op gebied van Bz in uw regio omschrijven?

Appendix 2: Survey

Beste coördinerend functionaris bevolkingszorg,

Hartelijk dank dat u wilt deelnemen aan deze enquête over leiderschap in netwerksamenwerking.

Deze survey gaat over uw positie als coördinerend functionaris bevolkingszorg binnen de bevolkingszorg-kolom in uw regio. Omdat de benaming van deze functie per veiligheidsregio kan verschillen, is in deze enquête is de functienaam uit artikel 36 van de Wet veiligheidsregio's aangehouden. Het doel van deze enquête is om inzicht te krijgen in de samenwerking op het gebied van bevolkingszorg in uw regio, hoe u uw rol daarbinnen ziet en welk leiderschapsgedrag u inzet in uw dagelijkse werkzaamheden. De uitkomsten van dit onderzoek zullen gebruikt worden voor mijn masterscriptie voor de studie Public Administration: Public Management & Leadership. Uw bijdrage kan in geanonimiseerde vorm met mijn scriptie-begeleider en een eventuele tweede lezer gedeeld worden. Uw bijdrage aan dit onderzoek zal niet herleidbaar zijn tot u als persoon.

Deze enquête bestaat uit drie delen. Het doel van het eerste deel is om meer inzicht te krijgen uw professionele achtergrond. De vragen zijn een mix van meerkeuze vragen en korte open vragen.

1. Wat is uw naam? (korte open vraag)
2. Voor welke veiligheidsregio bent u werkzaam als coördinerend functionaris bevolkingszorg? (korte open vraag)
3. Hoe lang ben u al werkzaam in uw huidige functie als coördinerend functionaris bevolkingszorg? (meerkeuzevraag)

1. Korter dan een jaar
2. 1-3 jaar
3. 3-5 jaar
4. 5-8 jaar
5. Langer dan 8 jaar

4. Hoeveel uur besteed u gemiddeld per week aan uw functie? (korte open vraag)
5. Heeft u al eerder een vergelijkbare functie vervuld? (meerkeuze vraag)
    a. Ja
    b. Nee
    c. Eventuele toelichting…..
6. Bent u, voordat u deze functie bekleedde, werkzaam geweest bij een gemeente?
    d. Ja, namelijk….
    e. Nee
7. Bent u, voordat u deze functie bekleedde, al werkzaam geweest bij een andere veiligheids- of crisisdienst, zoals de politie of brandweer?
    a. Ja, namelijk….
    b. Nee
8. Bent u al eerder werkzaam geweest bij een veiligheidsregio?
    a. Ja, namelijk….
    b. Nee
9. Geeft u, als onderdeel van uw werkzaamheden als coördinerend functionaris bevolkingszorg, leiding aan een afdeling of team?
    a. Ja, namelijk….
    b. Nee
    c. Anders, namelijk…
10. Indien u leiding geeft aan een vast team, hoe groot is dat team ongeveer? (open vraag)

    Indien u niet zelf de leidinggevende bent van een team, licht alstublieft toe hoe in uw veiligheidsregio de bevolkingszorgmedewerkers aangestuurt worden. (open vraag)

11. Aan wie legt u verantwoording af? (meerdere antwoorden mogelijk)

1. Voorzitter Veiligheidsregio
2. Directeur Veiligheidsregio
3. Directie veiligheidsregio
4. Eén of meerdere burgemeesters
5. Eén of meerdere gemeentesecretarissen
6. Anders, namelijk….

Het tweede deel van deze enquete is bedoeld om meer inzicht te krijgen op de samenwerking aangaande bevolkingszorg in uw regio, en uw rol daarin.

12 Werkten de gemeenten in uw regio al samen op het gebied van gemeentelijke crisisbeheersing/bevolkingszorg voorafgaand aan de Wet veiligheidsregio's?

13 Hoe zou u de onderlinge verstandhouding tussen de gemeenten aangaande de bevolkingszorgtaak omschrijven?

14 Is er sprake van een gedeelde visie op (de organisatie van) bevolkingszorg in uw regio?

15 Hoe zou u de betrokkenheid van gemeenten bij de bevolkingszorgtaak in uw regio omschrijven?

16 In welke mate is er sprake van cultuurverschillen tussen gemeenten in uw veiligheidsregio?

17 Hoe zijn die cultuurverschillen van invloed op de samenwerking in de bevolkingszorg kolom?

18 Zijn er, naast gemeenten en de veiligheidsregio zelf, ook andere partijen betrokken bij bevolkingszorg in uw regio?

19 Is er in uw regio sprake van een gelijkmatige verdeling van invloed over de partijen die betrokken zijn bij de bevolkingszorgtaak?

20 Zijn er soms spanningen op het gebied van....?
Meerdere antwoorden mogelijk

1. Inclusieve processen versus efficiënte processen
2. Autonomie van gemeenten versus wederzijdse afhankelijkheid
3. Eigen belang van gemeenten versus het collectief belang van de regio
4. N.v.t. of anders, namelijk…..

21 Zijn de prestaties van (de organisatie van) bevolkingszorg zichtbaar voor gemeenten en andere betrokken partijen in uw veiligheidsregio?

22 Wat ziet u als uw voornaamste taak als coördinerend functionaris bevolkingszorg?

23 Aan wat voor soort werkzaamheden besteed u het meeste tijd als coördinerend functionaris bevolkingszorg?

24 Wat is volgens u de toegevoegde waarde van uw functie binnen de bevolkingszorg-kolom?

25 Wat is volgens u de grootste uitdaging voor uw werk als coördinerend functionaris bevolkingszorg?

26 Wanneer ziet u bevolkingszorg binnen uw regio als succesvol?

27 Wanneer ziet u zichzelf als succesvol in het uitvoeren van uw taak als coördinerend functionaris bevolkingszorg?

Het laatste deel van deze enquête gaat over gedragingen die u kunt gebruiken in uw interacties met collega's, medewerkers/ondergeschikten/leidinggeven en met mensen buiten uw organisatie. Let op: deze enquête gaat over uw gedrag in uw dagelijkse werkzaamheden, niet over hoe u zich gedraagt in een eventuele crisisfunctie.
Kunt u voor elke stelling aangeven hoe vaak u dit gedrag vertoont (of is het misschien niet relevant voor u)?

U kunt steeds kiezen uit vijf antwoordcategorieën
1) Nooit of niet van toepassing
2) Zelden
3) Soms
4) Vaak
5) Heel vaak

Ik…

1. Leg helder uit welke taken en verantwoordelijkheden medewerkers of partners hebben
2. Leg aan medewerkers of partners uit welke resultaten verwacht worden bij het uitvoeren van taken
3. Stel specifieke prestatiedoelen en/of deadlines voor medewerkers en/of partners
4. Ontwikkel een planning om de taken van het team te realiseren
5. Organiseer de taken zo dat mensen en middelen efficiënt worden ingezet
6. Plan het werk zo dat vertraging en verspilling wordt voorkomen
7. Controleer de voortgang en kwaliteit van het werk
8. Evalueer hoe goed belangrijke taken en projecten worden uitgevoerd
9. Evalueer de prestaties van medewerkers op objectieve en systematische wijze
10. Onderken bestaande problemen en maak ze bespreekbaar
11. Identificeer de oorzaak van problemen
12. Geef partners of mijn medewerkers heldere, zelfverzekerde uitleg hoe het probleem opgelost kan worden

Ik….

1. Heb aandacht voor de behoeftes en gevoelens van individuele medewerkers of partners
2. Gedraag me betrokken en ondersteunend naar medewerkers en partners
3. Moedig medewerkers of partners aan en ondersteun hen bij een moeilijke of stressvolle taak
4. Prijs goede prestaties van medewerkers en partners
5. Erken medewerkers en partners voor hun prestaties en bijdrage aan een project
6. Vind manieren om goed presterende medewerkers of partners op gepaste wijze te belonen
7. Geef behulpzaam advies voor de ontwikkeling van medewerkers of partners

8. Moedig medewerkers of partners aan om vaardigheden te leren die hun carrière vooruithelpen
9. Geef medewerkers of partners mogelijkheden om nieuwe vaardigheden te ontwikkelen
10. Vraag medewerkers en partners om input voor beslissingen
11. Delegeer werk naar medewerkers en/of partners om eigenaarschap en autonomie te stimuleren
12. Laat medewerkers en partners hun eigen werkwijze voor het uitvoeren van taken bepalen

Ik…

1. Bespreek een voorgestelde verandering met enthousiasme en optimisme
2. Bespreek een heldere, aantrekkelijke visie voor de afdeling
3. Spreek inspirerend over nieuwe projecten of kansen voor de afdeling
4. Leg uit waarom huidig handelen niet langer passend is en moet worden veranderd
5. Stel substantiële veranderingen voor in doelen, strategieën, beleid of werkwijzen
6. Vraag medewerkers of partners om een verandering te steunen die goed is voor de afdeling/bevolkingszorg in de regio
7. Spreek over het belang van innovatie en flexibiliteit voor het succes van de afdeling/van bevolkingszorg
8. Moedig medewerkers en/of partners aan om betere manieren te zoeken om de doelen van de afdeling/bevolkingszorg te bereiken
9. Moedig medewerkers en/of partners aan om innovatieve manieren te vinden om de prestaties te verbeteren
10. Moedig medewerkers en/of partners aan om zelf op zoek te gaan naar nieuwe kennis
11. Moedig medewerkers en/of partners aan om te reflecteren op bestaande werkwijzen en naar alternatieven te kijken
12. Faciliteer een open sfeer waarin fouten bespreekbaar zijn en als leermoment worden gezien

Ik…

1. Onderhandel over gunstige overeenkomsten voor de afdeling of organisatie
2. Ontmoet andere leidinggevenden of externe relaties om het werk te coördineren
3. Overtuig superieuren om meer financiering of andere middelen voor de afdeling te krijgen
4. Analyseer externe gebeurtenissen en trends om bedreigingen en kansen te ontdekken
5. Observeer het gedrag van superieuren, andere afdelingen, partners en externe organisaties die invloed kunnen hebben op de afdeling
6. Houd medewerkers op de hoogte van relevante externe ontwikkelingen over het werk
7. Bouw en onderhoud een breed netwerk onder buitenstaanders van de afdeling
8. Ontwikkel samenwerkingsrelaties met mensen die hulpmiddelen en ondersteuning kunnen bieden
9. Gebruik sociale netwerken, landelijke platforms, beroepsverenigingen en/of externe contacten om bruikbare informatie te verkrijgen

Een laatste vraag

Q37 Wilt u op de hoogte gehouden worden over de uitkomsten van dit onderzoek? Vul dan hieronder uw emailadres in. De scriptie is naar verwachting begin 2022 compleet.

Klik door naar de volgende pagina om uw bijdrage te verzenden.

Appendix 3 Anonymized overview of Survey respondents and corresponding Interviewees

Survey respondent no.	Interviewee no.	Notes
S1	-	
S2	-	
S3	I1	
S4	I4	
S5	-	
S6	-	
S7	I5	
S8	-	
S9	-	Did not complete survey
S10	I7	
S11	-	
S12	-	
S13	I6	
S14	-	
S15	I2	
S16	I3	