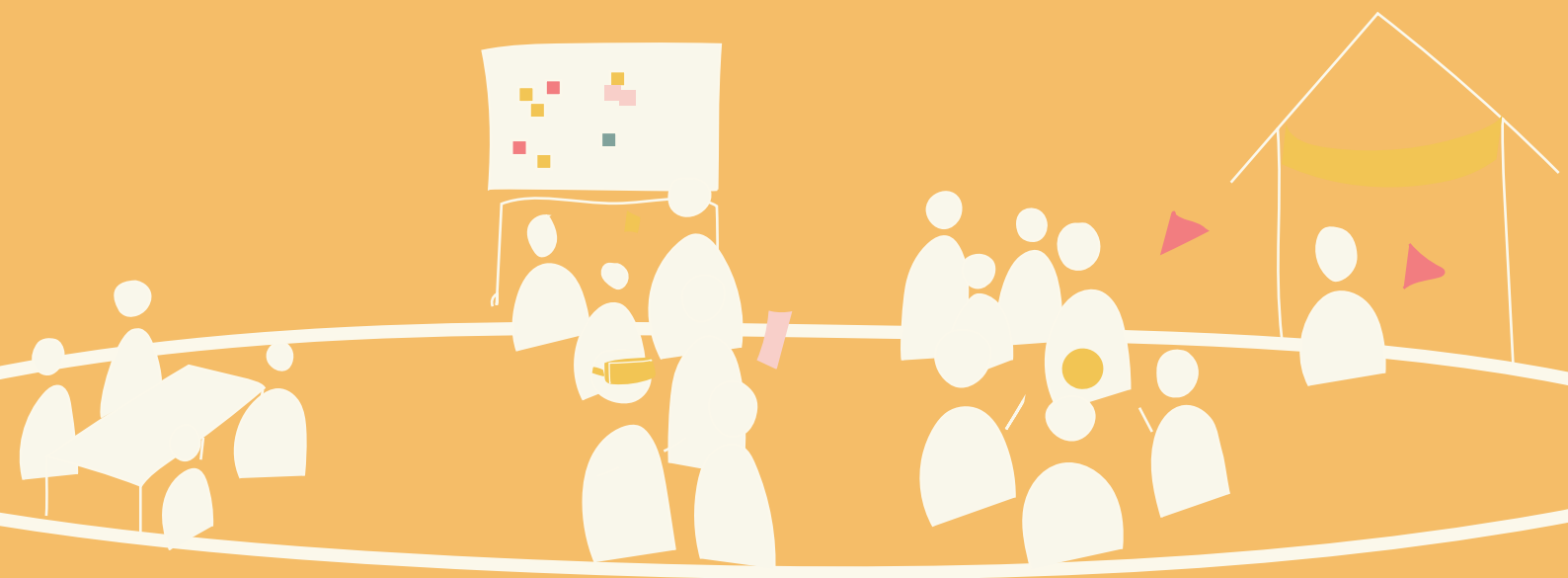


Towards a collaborative jeugdhulp system in Renkum:

Fostering connection
and interaction between
stakeholders within
youth care services
through design.



Strategic Product Design
Master thesis

Anniek de Bock

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Fostering connection and interaction between stakeholders within youth care services through design.

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Preface

Dear reader,

In front of you is my thesis, the final deliverable of my graduation project of the master Strategic Product Design at the TUDelft.

For the past six months, I have had the opportunity to immerse myself in the complexity of systemic design and the jeugdhulp in the Netherlands, what a rollercoaster it has been. I feel incredibly privileged that I was given the opportunity to pursue my interest in design and social innovation throughout my masters and that I could end my journey with a project as interesting as this one. Although I never would have thought I would complete the last phase of my journey working from home due to lockdown, I am happy and proud to share my final work with you, which I could not have done without a number of people.

First of all, I would like to thank the municipality of Renkum for providing me with this opportunity and welcoming me with open arms. A special thanks to Marloes, for your trust in me and your flexibility that allowed me to execute this project to the best of my ability. Thank you for your constant openness and enthusiasm.

Many thanks to my supervisory team for your continuous support throughout my project. There have been times during this project where I felt stuck, but your continued willingness to think with me and your trust in me to successfully finish my project gave me the strength and energy to work through the struggle.

Sander, thank you for all the lovely anecdotes and check-ins, that brought back some of the joy of working at the faculty that I was missing

so much working from home.

Thank you for introducing me to Wielinga and the frame innovation method, which helped get back a grip on my process. And most of all thank you for always being so open to ready to dive into the project with me and offering me new perspectives, your energy is inspiring.

Pieter Jan, your ability to listen to my ideas and react on the spot has continued to impress me throughout our coach meetings and has inspired me to constantly reflect on my work. Thank you for being critical and kind at the same time and helping me keep my feet on the ground.

A special thanks to everybody who has taken time out of their busy schedules to have a chat with me. Thank you for sharing your experiences and teaching me about de jeugdhulp, your honesty was inspiring and without you, I would not have been able to complete this project in the same way.

Thanks to my parents for always believing in me and giving me the opportunity to pursue my education and complete my studies at the TUDelft. Your support means everything to me and I will always be grateful. Thanks to Sanne en Luuk for supporting me throughout this project and always finding ways to calm me down and cheer me up when needed, I could not have done it without you.

And finally, thank you reader, for taking the time to read this report. I am very happy to share my work with you and hope this project can be a source of inspiration.

Enjoy reading.

- *Anniek de Bock*

Executive summary

In 2015 a new child act was implemented in the Netherlands. This meant that municipalities became responsible for the organisation of all youth care. First evaluations of the youth act show that a lack of collaboration and coherence in the youth care has resulted in complaints from youth and parents concerning long waiting times, complexity in finding their way in the care, and issues in the continuity of the care (ZonMw, 2018).

This project is executed in collaboration with the municipality of Renkum. Like most municipalities in the country, the municipality of Renkum has been struggling with the transitions enforced by the decentralisation. A lack of overview of, and a lack of collaboration and coherence between, the network partners in the system, prohibits the deployment of light and fitting care and instead has led to an increased amount of referrals into expensive and heavy specialized care.

In this thesis, I address the lack of collaboration and coherency between the network partners within the jeugdhulp system in Renkum and design a strategy to support the transition of the system to become more collaborative and able to offer fitting and coherent care.

To embrace the complexity of the jeugdhulp and find how stakeholders- as well as the factors hindering them from collaborating- are connected, during this research I have adopted a systemic design approach.

Building on insights gained through interviews with the network partners, I created a map visualizing the network partners in the jeugdhulp in Renkum and the connections between them. Drawing on living networks theory and the frame innovation method I concluded that the jeugdhulp in Renkum is currently in a state of isolation- a lot of parties are working towards the same goal, but only do so from their own island. This isolation has resulted in fragmentation of knowledge and a culture of endless referrals for the families. Although most parties in the jeugdhulp system see the value of collaboration, they seem to miss an overview of their network partners and structures for connection and collaboration lack. Currently, the municipality is working to connect the network partners, but there seems to be a lack of trust in their leadership which leads to hesitation of the network partners to commit to the collaboration.

Using the frame innovation method I have explored interventions that would support the jeugdhulp transition out of a state of isolation, to a future where the network partners actively work together, share knowledge, create novelty and have the ability to grow together.

The final result is a framework for the organisation of a series of events. These events- to be organised by the social team in collaboration with their network partners- are designed to support the transition towards a collaborative system by creating change on three levels:

1. Supporting the municipality to take a facilitating leadership role
2. Supporting network partners take ownership of the relations in the system
3. Creating room for experimentation and innovation

The concept was validated with several network partners and assessed on its desirability, feasibility and viability. This validation resulted in two concrete recommendations for the social team to optimize the impact of organising events.

Reflecting on my project I discuss how the principles I build my concept on- creating room for innovation to allow stakeholders to build knowledge and innovation together- could also be implemented in fields outside the jeugdhulp. Finally, I reflect on my experience in dealing with complexity as a designer and offer five guidelines for other beginning designers who want to try their hand at systemic design as I believe designers are very well equipped to deal with complexity.

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Appendix

Reading guide

This report has been divided into seven sections. In the first section, the context of the jeugdhelp is presented. This section first provides a definition and explanation and statistics of jeugdhelp. Furthermore, the transition of the jeugdhelp since 2015 is addressed and an overview of the results from the first evaluations of this transition is presented. In the final part of this section, the context of the jeugdhelp within the municipality of Renkum is addressed.

In the second section, the methods I have applied during this project are discussed.

In the third section, the outcomes of interviews with stakeholders and my first analysis thereof are presented. A map visualizing the current system is shown and my insights about factors hindering the collaboration are discussed.

In the fourth section, the results of further analysis using living network theory are discussed. In this section of the report, the results of my analysis of leadership and interactions within the system and my diagnosis of the current state of the system are discussed. Furthermore, my understanding of the origination of the problem situation and the main issues keeping the system from becoming collaborative are presented.

The fifth section of this report describes the outcomes of the synthesis phase of the project. It provides an overview of the metaphors that I have used to look at the problem situation in a new manner and gives a first description of the concept that is proposed.

The sixth section of this report contains an elaboration on the concept. This section also describes the validation of the intervention and the recommendations for improvement that are done accordingly.

The final section of the report reflects on the project in the form of a discussion conclusion. An overview of the structure is shown in figure 1

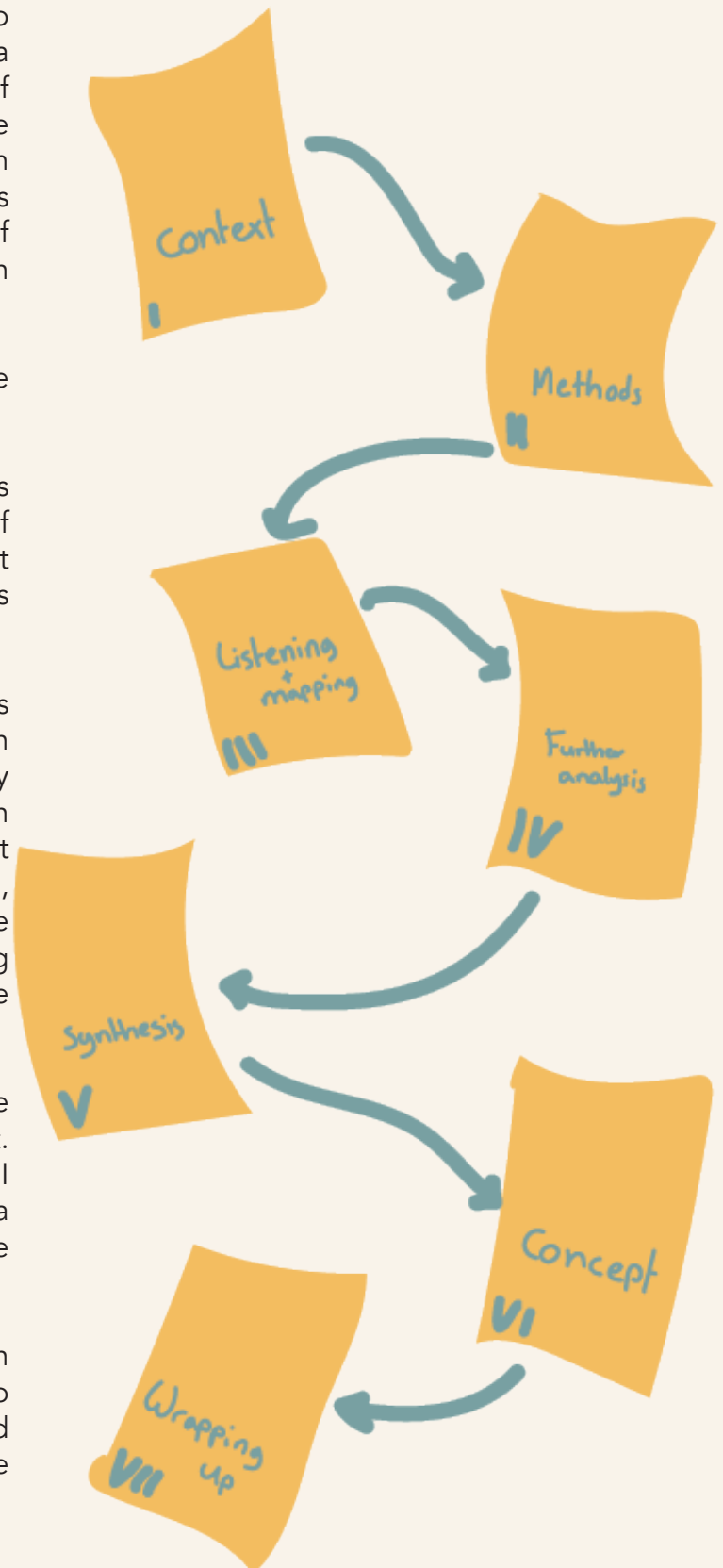


Figure 1 Structure of report

Introduction

Jeugdhulp encompasses all forms of help and support offered to youth under the age of 18 and their families concerning mental health problems, parenting issues and mental-, physical- or sensory disabilities. (CBS, 2018). Together with youth-protection services and juvenile probation services, it makes up the Dutch youth care (jeugdzorg) (NJI, 2019).

In 2015 a new child act was implemented resulting in the decentralisation of youth care, which meant that municipalities became responsible for the organisation of all youth care. Making the municipalities risk bearing and concentrating duties of execution, was expected to lower the barrier into care, enhance the investment in prevention, empower civilians to take more responsibility and increase the ability of care providers to offer integral care in case of multi-problematics (NJI, 2013).

The implementation of the decentralisation, which went paired with imposed budget cuts, has led to constant criticising of youth care.

The first evaluation of the youth act by ZonMw (2018) show that, since the implementation of the child act, a lot of change has taken place throughout the country, but that the goals of the transition are far from being reached. Especially the expectation that through the decentralisation care would become more cohesive and integral seems to not be met yet. Multiple municipalities struggle with the role that was enforced on them. They indicate having trouble directing the collaboration

“The decentralisation of youth care has failed, therefore we hope for a return of the national organisation”

- de Volkskrant
(Barth & Teeuwen, 2021)

“Situation youth psychiatry unsustainable”

-NOS
(Westing & Kootstra, 2021)

“Children with problems do not receive the right help”

- de Gelderlander
(Galen, 2021)

with and between the different organisations (ZonMw, 2018). But not only municipalities point out troubles in the collaboration. Other stakeholders in the care sector indicate difficulties in the collaboration as well. They explain how collaboration gets hindered by competition, administrative processes and regulatory pressure (ZonMw, 2018). From the evaluation, it is also seen that general practitioners are often insufficiently aware of the different abilities of the local teams, which causes them to rarely refer to their services. This lack of collaboration affects how the youth and their families experience the care they receive. Complaints entail long waiting times, the complexity in finding their way in the care and issues in the continuity of care (ZonMw, 2018).

This project is executed in collaboration with the Municipality of Renkum. Like most municipalities in the country, the municipality of Renkum has been struggling with the transitions enforced by the decentralisation. The municipality has been working hard to innovate its internal processes to be able to take on the role that was enforced upon them, but still struggles with directing collaboration in the system. Coherent with the goals of the child act, the municipality of Renkum aims to enable the provision light and fitting care, but lack of overview of- and lack of collaboration and coherence between the network partners in the system, hinders them in doing so. This lack of collaboration has emerged as an increase in referrals into expensive specialized care and complexity and long waiting times for the families.

In this thesis, I address the lack of overview, collaboration and coherency in the jeugdhulp system in Renkum by gaining an understanding of the connections between the network partners and factors that have been hindering the collaboration. Within this thesis, I aim to explore interventions that could stimulate the jeugdhulp to become more collaborative and able to offer fitting and coherent care.

This thesis illustrates one concept that supports the municipality of Renkum in their goal to transition the jeugdhulp out of a state of isolation, to a future where the network partners actively work together, share knowledge, create novelty and have the ability to grow together.

Context of the jeugdhulp

Section I

As Peters (2016) states, the first step in the systemic design approach is to create a map containing the rich context around an issue, including long term trends, current practices and emerging niches. To get a good view of the context surrounding youth care I, therefore, conducted extensive literature research of which I mapped the results in a context map that can be seen in figure 2.




In this section of the report, I present the outcomes of my literature research to address the context of the jeugdhulp.

First I provide a definition of jeugdhulp and offer an overview of different forms of jeugdhulp. In the second chapter, I address the transition of the jeugdhulp. In chapter 04 I dive deeper into the outcomes of the evaluation of the jeugdhulp since the decentralisation and in the final chapter of this section, I address the context of jeugdhulp in the municipality of Renkum.





Chapters in this section:

- 01.** What is jeugdhulp?
- 02.** Jeugdhulp in numbers
- 03.** The transition of jeugdhulp
- 04.** Evaluation of the transition
- 05.** Jeugdhulp in Renkum

Uitgangspunten:

- Van vangnet naar springplank
Focus op sociale netwerken 
- Dicht bij huis - organisatie op lokaal niveau 
- Voorkomen ipv. genezen 

Doelen jeugdwet

- gebruik eigen kracht jongeren + netwerk 
- minder gespecialiseerde zorg + medische + zorgvraag 
- eerder hulp op maat 
- 1 gezin, 1 regisseur, 1 plan → samenhang 
- meer ruimte voor professionals

Jeugdwet

- ondersteuning hulp + zorg voor (bij psychische-, psychosociale- & verbandelijke beperkingen)
- bevorderen deelname aan maatschappij
- ondersteunen persoonlijke ontwikkeling

Gerichte aandacht 

Concentratie uitverreende taken 


Eén Gemeentelijk risico draagt 

Integrale zorg 

Burgers nemen eigen verantwoordelijkheid 

Afwenteling wijziging/bijstand minder aantrekkelijk 


Gemeente investeert in preventie 


Gemeente biedt laag drempelige toegang 



Krappe Budgetten




Gebrek aan controle + coördinatie 


Eenduidige informatie vanuit gemeente mist. 


geen gelegenheid om te veranderen 


administratieve lasten 


meer rollen + taken 

onvoldoende middelen voor innovatie 

Groei aantal cliënten 

managers morele nederlaag 

Samenwerking 


de manier waarop zorg werkers met elkaar en klanten omgaan 

multitijdigheid

behalbaarheid

complexiteit

toegang tot zorg 

wachttijden 

conflicten in zorg 

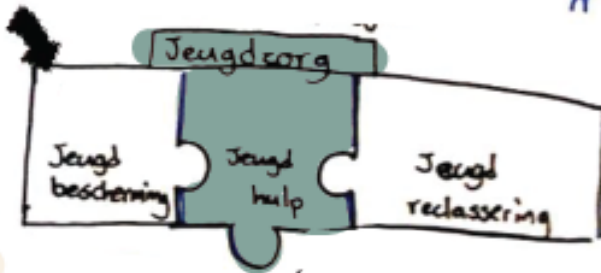
juiste hulp + over juiste omgang
 - Diverse hand vs. lichtgewicht
 - diepgaand gesprek nodig
 - engagement + stem
 - gebrek controle
 - gebrek info - gevoel dunning gevoel niet serieus gr



art. 2.1 Focus Gemeentelijk beleid

- Voorkomen en vroegsignaleren
- Versterken opvoedkundig klimaat netwerk
- Bevorderen opvoedvaardigheden ouders
- Versterken eigen mogelijkheid en probleemoplossend vermogen jeugd en hun netwerk
- Bevorderen veiligheid opgroei situatie
- integrale hulp bij multi problematiek
- opstellen en uitvoeren familie groepsplannen

ouders
 gedragsproblemen
 opvoedproblemen
 maatschappelijk verkeer
 zorging + zelfredzaam



1. Directe hulp
2. Jeugd hulp aan huis
3. Verblijf in Jeugd instelling
4. pleeg zorg
5. Gesloten jeugdhulp
6. Zorg voor jongeren met beperkingen
7. Zorg voor jongeren met ernstige beperkingen
8. Zorg ernstig zieke kinderen
9. onder toezicht stelling + begeleiding

overdracht taken en bevoegdheden aan gemeente
 Gemeente uitvoerder sociaal beleid
 Budgetten voor gemeente rest voor eigen rekening
 regionale monitoring in loop
 in 2017 €1,5 miljard verveel over gemeenten
 gemeente betalen hulp
 hulpinkomst Pausen Cult. L. R. I.



- | | |
|--------------------------------|--|
| urgloegankelijke voorzieningen | <ul style="list-style-type: none"> informatie + opvoed advies basis ggz online hulpverlening voedlichting, cursus training |
| laagdrempelige voorzieningen | <ul style="list-style-type: none"> Schoolgericht maatschappelijk werk Intensief casemanagement ggz maatsch. gebiedsgerichte hulp criminaliteit/overlast gezins coaching Jongere trajecten ambulante opvoed hulp |
| individuele voorzieningen | <ul style="list-style-type: none"> Verzorging jeugd met beperking begeleiding " " langdurige crisis opvang Pleegzorg gesloten hulp residentiele hulp speciële dagbesteding forensische hulp |

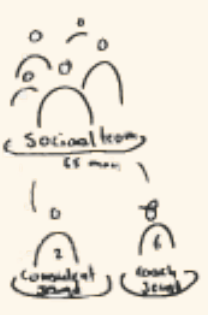


Figure 2 Context Map created after literature research

01. What is jeugdhulp?

Jeugdhulp encompasses all forms of help and support offered to youth under the age of 18 and their families concerning mental health problems, parenting issues and mental-, physical- or sensory disabilities. (CBS, 2018). The form of care can range from light ambulant help to intensive specialized care that can even take place in a closed setting. Together with youth-protection services and juvenile probation services, it makes up the Dutch youth care, see figure 3, (jeugdzorg) (NJI, 2019). Since 2015 municipalities are responsible for the organisation and financing of all forms of youth care.

The child and youth act defines the Jeugdhulp as:

1. **Support of and care** for youth and parents in limiting, stabilising and treatment of the consequences of mental problems and diseases, psychosocial problems, behavioural problems or mental disabilities of youth or parenting problems.
2. **Improving the taking part in the society and independent functioning** of youth with a mental, physical or sensory disability, a chronic mental or psychosocial issue who have not yet reached the age of 18.
3. Support with or taking over activities concerning personal hygiene, aimed at **tackling the lack of self-reliance in youth with mental, physical, sensory or somatic disabilities** that have not yet reached the age of 18 - where the age restriction of 18 years is not active within the juvenile justice system (overheid, 2014).

To be more specific, jeugdhulp can be divided into nine different types of help (Ministerie van Algemene Zaken, n.d.-a), figure 4 gives a schematic overview the types of jeugdhulp:

Direct Help

In case of a dangerous or threatening situation where direct help is needed Veilig Thuis can be alerted. This organisation can offer advice on how to deal with the circumstances and will investigate the situation and intervene or call onto a local party to intervene if necessary. Advice on threatening situations can also be requested through the Kindertelefoon.

Jeugdhulp at home

If there are problems inside the family, such as fights, children skipping school or youngsters dealing with a light depression, outpatient care will be offered at home.

Jeugd-GGZ

The jeugd-ggz - which stands for youth mental healthcare- supports youngsters that experience mental health problems. For this type of help, a referral is needed from an expert from the municipality, the general practitioner, a medical specialist or a paediatrician.

Residence in a youth institution

The stay in an institution can be employed for youngsters with a great diversity of problems. Residence in a youth institution can be both on a voluntary and forced admission basis.

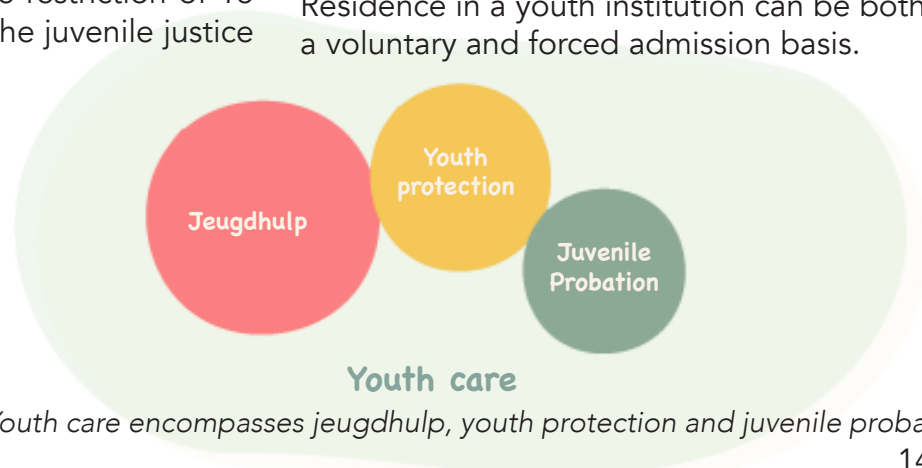


Figure 3. Youth care encompasses jeugdhulp, youth protection and juvenile probation

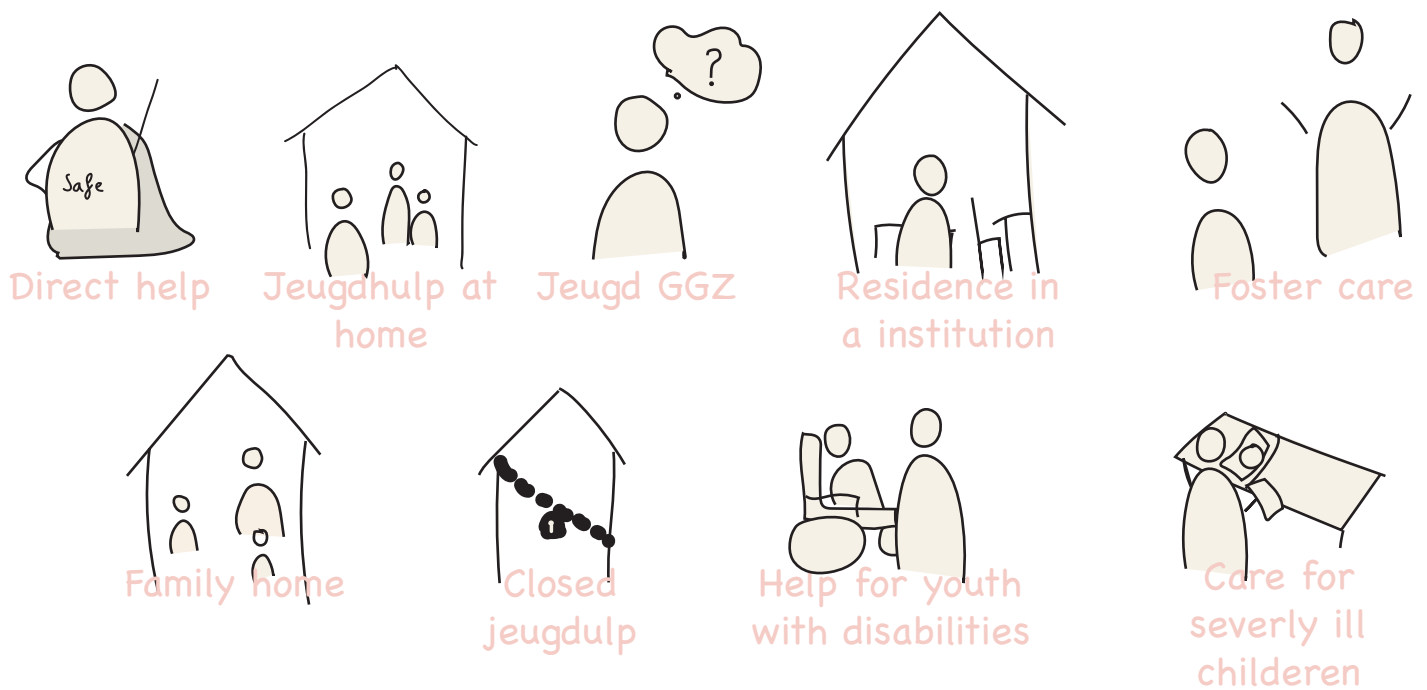


Figure 4. A schematic depiction of the types of jeugdhulp

Foster care

In foster care, the parenting and care of a child are (temporarily) taken over by foster parents. This form of care works on a voluntary basis and has to be approved by the municipality.

Family homes

Youngsters under the age of 21 can move in with the family of a caregiver in case of severe problems so they can receive care day and night, this is called a family home.

Closed jeugdhulp for severe problems

For youth with severe (behavioural) problems, that need protection from themselves or others there is JeugdzorgPlus. This type of help can only be employed with the authorization of a juvenile judge.

Jeugdhulp for children with (severe) disabilities

This type of help can be offered to a very diverse group of youngsters including youngster with a mental disorder, a physical disability, somatic condition or a psychiatric disorder.

Care for severely ill children

This type of care is very diverse and can be employed to support families in dealing with the intensive care of their child.

Besides the jeugdhulp the youth care also encompasses youth protection services and juvenile probation services, two forms of help can be distinguished for these services:

Family supervision order and custody

These measures are part of the youth-protection services and are only possible after examination of the council of youth-protection (raad van kindbescherming) and at the order of a juvenile judge. The care is provided by a certified organisation.

Juvenile probation

This form of support is aimed at youth that has been reported by the police or attendance officer (leerplichtambtenaar) and is executed by a certified organisation. The youngster will receive a personalized support plan. This type of help can only be imposed by a juvenile judge, prosecution officers or the council of youth protection.

02. Jeugdhulp in numbers

The use of jeugdhulp

The Centraal Bureau voor Statistiek has reported that more than 1 in 12 (figure 5), 356 thousand, youngsters in the Netherlands have received youth care in the first half of 2020 of which 343 510 received jeugdhulp. The amount of youngsters receiving youth care has been growing since 2015 (CBS, 2020).

Different causes for this growth are speculated: One of the proposed reasons for this growth are societal changes in which parents, schools and care providers result to care quicker and children are labelled with a disorder at an earlier age (Verbeek, F., 2019; Divosa, 2020; Nji 2019). Another speculated cause is the rise of factors that cause problems in the development of children such as the rise of the number of divorces, growing pressure to success and problematic social media use (Nji, 2019). Easier access into care caused by the decentralisation is also named as a possible explanation for the rise of the amount of youngster using jeugdhulp (Verbeek, F., 2019; Divosa, 2020).

Finally, the possibility that municipalities have been able to reach youngsters with a migration background who previously have not made use of the care is proposed as an explanation for the growth in the number of youngsters receiving care (Divosa, 2020).

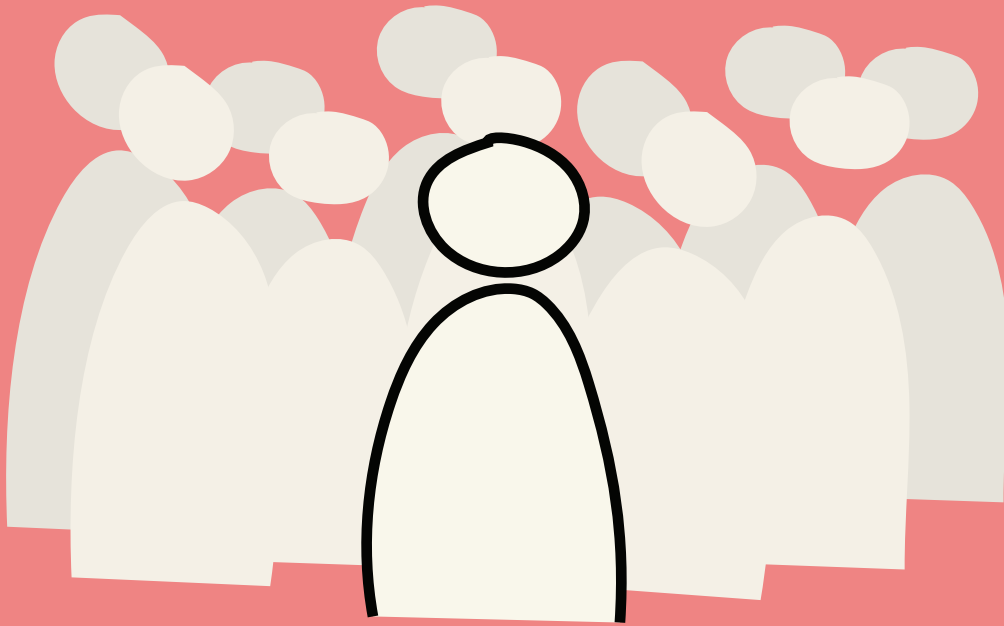
Access into care

The use of jeugdhulp services can be financed in three different ways. First of the family can choose to pay for the help themselves. The second way is for the family to apply for a Person bound budget- Persoonsgebonden budget (pgb). Families can apply for a PGB with their municipality. The municipality will decide whether the family is eligible for a PGB and for what amount. With this budget, the families can arrange and pay for the care themselves (Ministerie van volksgezondheid, Welzijn en Sport, n.d). If the family is referred to care by the municipality, a general practitioner, paediatrician, certified organisation, medical expert, judge or prosecution officer, they receive the help in "natura", which means that when they receive the care the municipality directly pays for it (CBS, 2021).

In the first half of 2020 a total of 437.430 Jeugdhulp cases have been started in natura (CBS, 2020). From these cases, 36% has been accessed through the municipality and 35% through the general practitioner as can be seen in figure 6. 10% Of the cases made use of freely accessible provisions for which no referral is needed. Another 10% has accessed their care through a certified organisation and subsequently 5%, 3% 0,3% have received their care through a referral from a medical specialist, paediatrician and judge or prosecutor. Of 0.7% of the cases, the referrer was unknown (CBS, 2021).

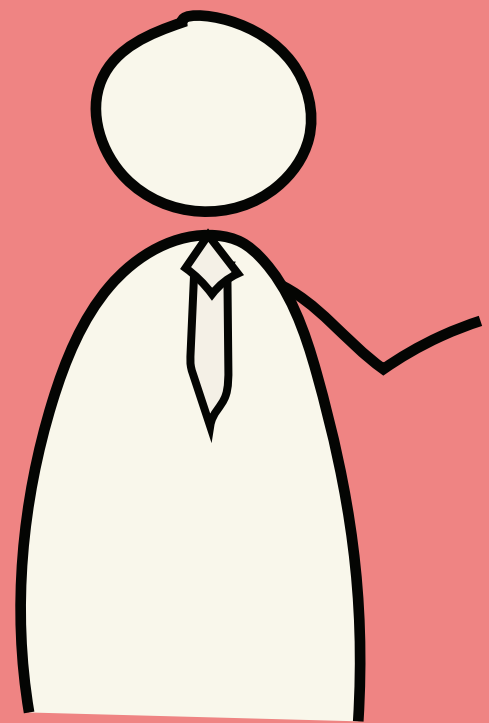
1 in 12

youngsters receive youth care



35%

is referred by the gp



36%

is referred by the municipality

top: **Figure 5.** 1 in 12 youngsters receive youth care
bottom: **Figure 6** Referrals by gps and the municipality

03. The transition of jeugdhulp

In 2015 three transitions occurred in Dutch legislation: the passing of the Participatiewet¹, the shift from support and personal care to WMO² and the passing of the child act.

These transitions were based on three guiding principles: focusing on the own strength and responsibility of civilians, providing and organising help closer to home and investing in prevention- as to prevent is better than to cure (Berenschot, 2012).

The goals for the child and youth act specifically have been defined as (ZonMw, 2018):

- *Using the strength of the youth and their networks*
- *Offering tailored help in an early stage*
- *Offering cohesive care following the principle of 1 family, 1 director, 1 plan*
- *Decreasing the amount of specialized care and medicine prescriptions*
- *Giving the professionals in the youth care more room to do their jobs.*

Before the passing of the child and youth act in 2015, youth care was separated by different laws and financing systems. Curative Mental Health Care (GGz) was financed through the “Zorgverzekeringswet” (ZvW) and when the youngster stayed at an institution for more than a year, the financing for the treatment was arranged through the Algemene Wet Bijzondere Ziektekosten (AWBZ) (NJi, 2019).

To simplify the system and keep families from getting lost in the jungle of laws and financing systems, a new system was developed. The idea was, that by decreasing the rules and bureaucracy, offering integral care in case of multi problematics would become easier (Movisie, 2015).

These transitions resulted in the decentralisation of youth care, as is depicted in figure 7, which meant that municipalities became responsible for the organisation of all youth care.

The decentralisation meant the handover of all tasks, authorizations and responsibilities of the state and province to the municipalities, including responsibilities for finances (Centraal Planbureau, 2013). A distribution model was developed, that divides the total budget of the government for youth care over the municipalities based on objective criteria such as the number of youngsters and one-parent households. If the municipalities go over this budget they are responsible to pay for the difference (Centraal Planbureau, 2013). Not only

1- The passing of the “participatie wet” is meant to ensure that more people are able to find jobs (rijksverheid -a, nd.).

2-WMO states that municipalities have to support people so they can live at home for as long as possible (rijksverheid-b, nd.)

did the municipalities have to deal with these new responsibilities, the decentralisation also tasked them to reduce their total expenses on jeugdhulp by 15% within three years. (Spigt,H., 2018) To try to accomplish these budget cuts and manage their new responsibilities, municipalities started to establish regional collaborations for the purchasing of specialized youth care. To do so the municipalities contract care providers yearly to fix prices for their services. (NJI, 2018)

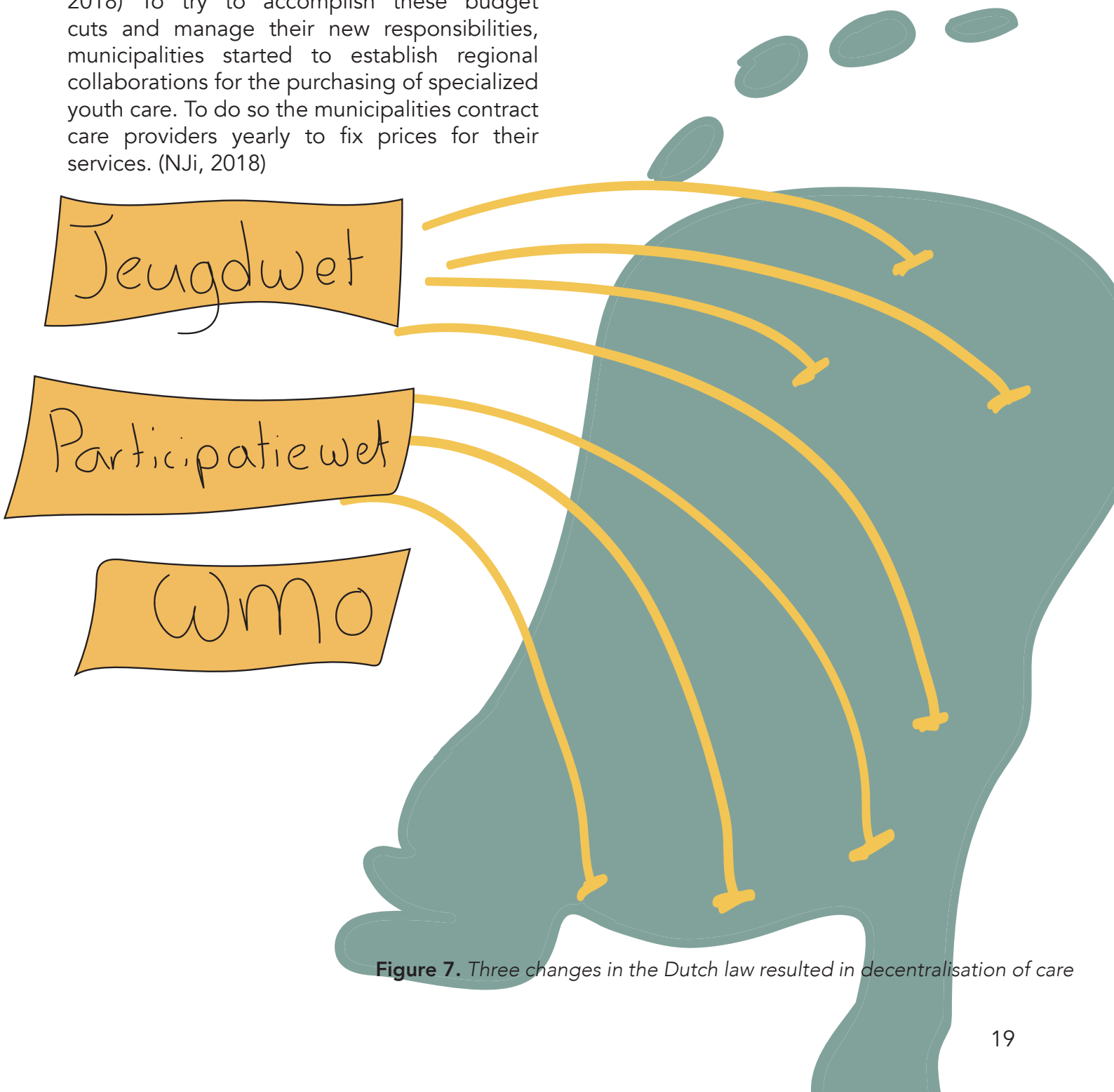


Figure 7. Three changes in the Dutch law resulted in decentralisation of care

04. Evaluation of the transition

Since the passing of the child and youth act in 2015 a lot of research has been done to see if the municipalities indeed have been able to meet the transitional goals that were enforced on them.

One of the themes that are subject to ongoing criticism is the accessibility of care. The goal of the child act was to make access to care easier for families. However, this goal does not yet seem to be met. In the first evaluation of the child act, youth and parents complain about the **complexity of finding the right care and a lack of continuity of help** once it has been received (ZonMw, 2018).

To be more specific, besides the ability to find the right care accessibility can be split into three different topics, affordability, usefulness and comprehensibility of the care (Roose & de Bie, 2003). With affordability financial or other costs such as a negative effect on mental well-being is meant. Usefulness refers to how the client experiences the care, was it supportive and tailored to their needs? Comprehensibility encompasses the awareness the clients have for the grounds of approaches and interventions.

According to the first evaluation, the care did not seem accessible to the families. They mention that it has cost them **a lot of effort** to find the help they need and are not aware of their different option and **information was lacking** (ZonMW, 2018). They declare that it takes a long time to get into the care because of the **long waiting lines**. Problems in the comprehensibility of care have also been detected. The families state they do **not receive enough attention** (Bröcking & Vlaardingerbroek, 2019), and youngsters mention that they often **do not feel involved** in the choices of their care (ZonMw, 2018). The usefulness of care is also not always acknowledged by the youngsters, who complain that fast help can get in the way of tailored and fitting help (ZonMW, 2018).

Families also state to miss continuity in their care (ZonMw, 2018). Naert et al. (2017) give multiple causes for this feeling of missed continuity in care:

First of all, to perceive their care positively, youth needs to **feel that the care they are receiving is indeed right** for them and that their care workers **fully understand** what is going on with them (Naert et al., 2017). Often, however, the youngsters do not feel involved in the decision-making process surrounding their care (ZonMw, 2018), which causes a feeling of missed continuity for them.

Furthermore, the youth needs to be able to build a **trusted relationship** with their caseworkers to experience continuity, often the temporality of the connection to these workers gets in the way of finding this connection (Naert et al., 2017; ZonMw, 2018).

Naert et al. (2017) also explain how youngsters need to **experience a profound understanding and reciprocity** in the relationship with their care providers and need engagement and support at crucial moments of their process (Naert et al., 2017).

Experiences of lack of control and information are also reasons that add to the feeling of discontinuity.

The families also express to experience a **lack of collaboration** between their different care providers. When multiple parties are involved, the satisfaction of the parents and youth decreases (ZonMW, 2018). The families mention how coherence between the different care providers was lacking. The constant shifting between care providers has also been identified as a problem, the youngsters mention that when the carer changes it takes time to build a new trusting relationship (ZonMw, 2018).

So for the families, there is still a lot to gain in the transformation of the jeugdhulp.

The role of the municipality

With the implementation of the child act, the municipalities became responsible for a complex task: developing and executing policies in collaboration with their network partners in the care field (ZonMw, 2018).

Municipalities are **struggling with embracing their new roles and responsibilities**. This struggle hinders them from offering directions and policies to their network partners, causing the intended transformation of the youth care system to fall behind (de Vries & Wolbink, 2018). In their transition, the municipalities struggle with **a tight budget, lack of national indicators for quality and a lack of resources for innovation and prevention** (Smeets & van Veen, 2018).

Collaboration

When talking about hindrances in the transformation, the rocky collaboration between the different organisations in the jeugdhulp often comes up.

The municipalities have become responsible for organising the collaborating with, and between, their network partners, but come across a lot of difficulties in doing so (ZonMw 2018).

Other stakeholders in the care sector point out troubles in the collaboration as well. They explain how collaboration gets hindered by **competition, administrative processes and regulatory pressure** (ZonMw, 2018). From the evaluation, it is also seen that general practitioners are **often insufficiently aware** of the different abilities of the local teams, which causes them to rarely refer to these teams (ZonMw, 2018).

Multiple researchers emphasize that making these connections between the different parties is necessary, but only possible when time is created to take the **time to build these relationships** (de Vries and Wolbink, 2017; Wapenaar 2016). Due to their **new responsibilities and time consuming administrative burdens**, the municipalities and other parties often experience a **lack of time/room to make these personal connections** (de Vries and Wolbink, 2017; Wapenaar 2016).

Elements that are suggested to contribute to successful collaboration and innovation within the jeugdhulp include (Smeets and van Veen, 2018; Evenboer et al. 2019; Bos-de Groot & van der Vinne 2016; Department for education, 2020; Kuiper et al. 2018):

- The creation of a shared mission and vision
- Clarity about roles, responsibilities and tasks
- The level of professionalism and the ability to grow together professionally
- Clear and useful communication
- Having knowledge of each others way of working, possibilities
- Trust between parties and understanding what can be expected from each other
- Making using each other's qualities and strengths
- Constant reflection
clear framework to work in (time frame, budgets etc.)
- A feeling of unity

05. Jeugdhulp in Renkum

As this thesis is focused on the jeugdhulp system in Renkum, in this chapter, I describe the context of Jeugdhulp in this municipality.

Municipality of Renkum

Renkum is a municipality in the east of the Netherlands with a surface of 47 square kilometres and 31.302 inhabitants of which 5551 are 18 or younger (gemeente Renkum, 2020). The municipality of Renkum consists of six different villages: Renkum, Heelsum, Doorwerth, Heveadorp, Wolfheze and Oosterbeek as is shown in figure 8.



The social team

In Renkum the social team of the municipality is responsible for the themes: well-being, care, youth, work and income. This means that the social team is responsible for the organisation of the jeugdhulp. The social team in Renkum consists of 65 people, and is build up out of a counsellor, a policy team, managers, quality researchers, a back- and a front office, jeugd-income- wmo- and work- consulenten and coaches.

If a youngster of his/her family comes to the social team for a question concerning jeugdhulp they will first come into contact with the front office, they can do this through phone, e-mail or in person at the city hall. The front office will then advise and inform the family. If more support is needed they will connect the family to a jeugd consulent or coach.

Currently, four youth consultants and five coaches are employed. The jeugd consulenten and coaches research the request for help together with the families and set up a care plan. The consultants work with families that have a clear request for help, while coaches work with more complex cases in which there are signs of multi-problematics or in cases where the families do not want help or are not able to formulate their problem and request. The consulenten have the mandate to refer the families towards specialized care if necessary while the coaches do not, this means that the consultants have to check the work of the coaches and sign off on possible referrals into specialized care.

Figure 8 Schematic depiction of the municipality of Renkum and the amount of youngsters

Vision on Jeugdhulp

In 2018 the municipality published their vision on youth care. Within this vision, the municipality divides care into three levels, as can be seen in figure 9, help inside the family, support inside the preliminary field- the social and educational environment- and professional specialized care. (raad van Renkum, 2018) The municipality aims to solve the problems as close to the child as possible: starting with solving problems within the family, if more support is needed moving towards the social and educational environment and only if that has proven to not suffice, moving towards professional help (raad van Renkum, 2018).

The municipality states that the youngster should be in the centre of the care and that since their family are the closest to them, most problems should be solvable within the family itself. In case the families need support, they can get it from the social educational environment. This environment contains: neighbours, other family, friends and other acquaintances as well as preliminary services like child consultation clinics, general practitioners, schools, daycare, sports and culture organisations and other wellbeing organisations such as Renkum voor Elkaar.

Besides offering support when needed, the municipality also believes that these parties play a role in the prevention and signalling of problems.

If this support is not enough specialised care be provided.

The municipality distinguishes three forms of support (Renkum, 2014):

Freely accessible provisions: information and parenting advice, youth coaching and participation enhancement, online help, information, workshops and training.

Low threshold provisions: social work and social work at schools, youth health care, neighbourhood oriented help concerning crime and nuisance, family coaching, family support, youth coaching programs and outpatient parenting help. These provisions are accessible to the family on referral from a general practitioner, medical specialist, youth doctor, municipality or juvenile judge and certified safety organisations.

Specialized care: care, coaching, medical child daycare, crisis housing, foster care, closed jeugdhulp, residential help, specialized day-treatment for youth with mental disabilities, basic mental healthcare, specialised mental healthcare and forensic support. This type of care is also only accessible on referral from a general practitioner, medical specialist, youth doctor, municipality or juvenile judge and certified safety organisations.

Context in numbers

In the first half-year of 2020, 12.1% of the youth under the age of 18 in Renkum received Jeugdhulp. This is more than the national percentage which is 9.7%. With a total amount of 5551 citizens under the age of 18, this means that 665 youngsters in Renkum have received Jeugdhulp in the first half of 2020. (WSJG, n.d.)

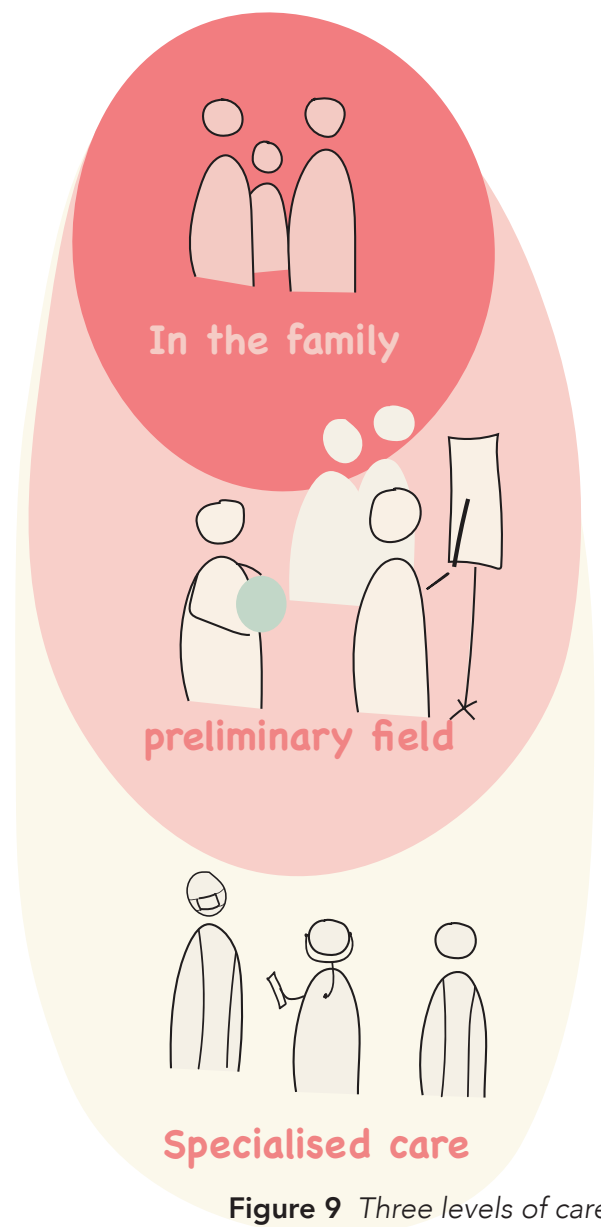


Figure 9 Three levels of care

Methods

Section II

In this research, besides the literature research, I have utilised four research/design methods. First of all, to address the complexity in the system, I have adopted a systemic design approach. To gather information and develop an empathic understanding of the system, I interviewed stakeholder in the system and attended multiple meetings between the network partners in the jeugdhulp.

I analysed my findings using living network theory and steps of the frame innovation method. I then applied the final steps of the frame innovation method to explore interventions that could support de jeugdhulp in becoming collaborative.

Chapters in this section:

06. A systemic design lens to address complexity

07. Interviews

08. Living tissue as a metaphor for living networks

09. Frame Innovation

06. A Systemic design lens to address complexity

As the world is becoming increasingly complex and new challenges arise, design is also shifting (van der Bijl Brouwer & Malcom, 2020). To address -and learn to cope better with- complexity, a new design approach has originated: Systemic design (Sevaldson, 2011). Systemic design combines systems thinking- *which promotes the understanding of complex situations by looking at a phenomenon as a part of a system* (van der Bijl Brouwer & Malcom, 2020)- with design thinking - *a normative, user-centred, iterative approach to innovation* (Ryan, 2013) - and design skills like visual thinking and visual communication (Sevaldson, 2011).

Systemic design is argued to help designers to bring human-centeredness into complex systems and to help map, propose and reconfigure these systems (Jones, 2014). Principles of systemic design are: Opening up and acknowledging the interrelatedness of problems, developing empathy with the system, strengthening human relationships to enable learning and creativity, influencing mental models to enable change and adopting an evolutionary approach (van der Bijl Brouwer, Malcom, 2020).

In literature, complex systems are described as open systems that interact with their environment, have diverse components and interactions between components, encompass various organisational levels and constantly evolve over time (Rotmans and Loorbach, 2009). The jeugdhulp system seems to fit with this description of complexity. The jeugdhulp encompasses many parties, that each have their own organisation, way of working and goals. To ensure collaboration between these parties, the organisations will need to adapt to each other, which means change is needed on many different levels.

Given the complexity of the youth care system, in this project, I adopt a systemic design approach. To do so I following the seven stages of systemic design as described by the systemic design kit (Systemic design toolkit, n.d) :

- 1. Framing the System**
- 2. Listening to the System**
- 3. Understanding the System**
- 4. Defining the Desired Future**
- 5. Exploring the Possibility Space**
- 6. Designing the Intervention Model**
- 7. Fostering the Transition**

To frame and listen to the system, I have conducted interviews with stakeholders in the system and attended meetings between the network partners. From the insights of these interviews and meetings, I created a map, visualising the network partners in the system and the connections between them. To gain an understanding of the system I used the data I gathered in the interviews and literature research and analysed it using living network theory and the first steps of the frame creation method. I use the final steps of the frame innovation method to, explore the possibility space and design a strategy for intervention covering the steps: Designing the Intervention Model and Fostering the Transition.

07. Interviews

To get to know the jeugdhulp system in Renkum and learn about the hindrances in and opportunities for collaboration and innovation in the system, I interviewed stakeholders in the system. During these interviews, I gathered rich information about each expert view on the system and their experiences with collaboration with their network partners.

The interviews all took place online, using Microsoft teams and the online whiteboard program Miro. To structure the interviews an interview guide was created covering the following topics:

- 1. The stakeholder's personal role in the system and their goals and needs*
- 2. Elements hindering them from reaching their goals*
- 3. Other parties involved in the system*
- 4. The connection between all parties*
- 5. Hindrances and successes in collaboration between the network partners*
- 6. Opportunities and room for innovation*
- 7. View on current policies*

The interview guide and canvasses created on the Miro board can be seen in Appendix 2- Interview guide and use of Miro

Within the interview, a visual stakeholder map was created together with the expert. To do this I created a canvas on the online whiteboard containing three circles, a small circle in the middle and two bigger circles surrounding it. To create the stakeholder map, I asked the

experts which person/party they believed should be in the centre. After that, we placed the other parties that had been mentioned in the interview in the other circles illustrating the distance of this party to the one in the centre. The stakeholders were placed into the circles by dragging pre-made sketches onto the canvas. A selection of these pre-made sketches is shown in figure 10. Whilst placing the different parties on the map I asked questions about each of the mapped stakeholders and their connection to each other. I selected this way of visualising the system together to trigger the stakeholders to think about the system differently.

I first invited members of the social team to partake in the interviews. This was done because I had a direct way of contacting them as I executed this project in collaboration with the municipality. At the end of each interview, I asked each participant whom they believed should also be interviewed to create a rich overview of the system. I then invited the people that were suggested to also partake in an interview.

I interviewed five members of the social team. Each of them, although they all work for the municipality, has a different function and works in a different organisational layer. One interview has been conducted with a social worker from the network organisation Renkum Voor Elkaar and one interview has been conducted with a therapist who works as a contracted specialized caregiver in the municipality.

To still gain more empathy for the system, besides the interviews, I attended three meetings between network partners. The first meeting consisted of 22 stakeholders from different parties, including jeugdconsulenten, general practitioners, midwives, policymakers from the municipality, social workers, youth nurses, day-care workers, a behavioural scientist, front office employees and school supervisors. The meeting had the goal to introduce the stakeholders to each other and start the discussion on collaboration by stating current successes en opportunities to grow.

The two other attended meetings were between the leader of project dorpsgericht werken from the municipality, jeugdconsulenten, a behavioural scientist and a social worker from Renkum voor Elkaar and concerned the topic of creating a flow chart to support general practitioners in their referrals and inform them about parties within the preliminary field.

By attending these meeting I gained a better understanding of the personal connections and the types of interactions that take place between the different stakeholders. It also contributed to my understanding of the different obstacles organisations experience in collaboration.

I also had a meeting with a general practitioner to gain insights on his vision on the jeugdhulp, but due to time restrictions, I could not cover the full interview, so instead, I used this conversation to discuss and confirm my insights and assumptions about the role of the general practitioner in the collaboration.

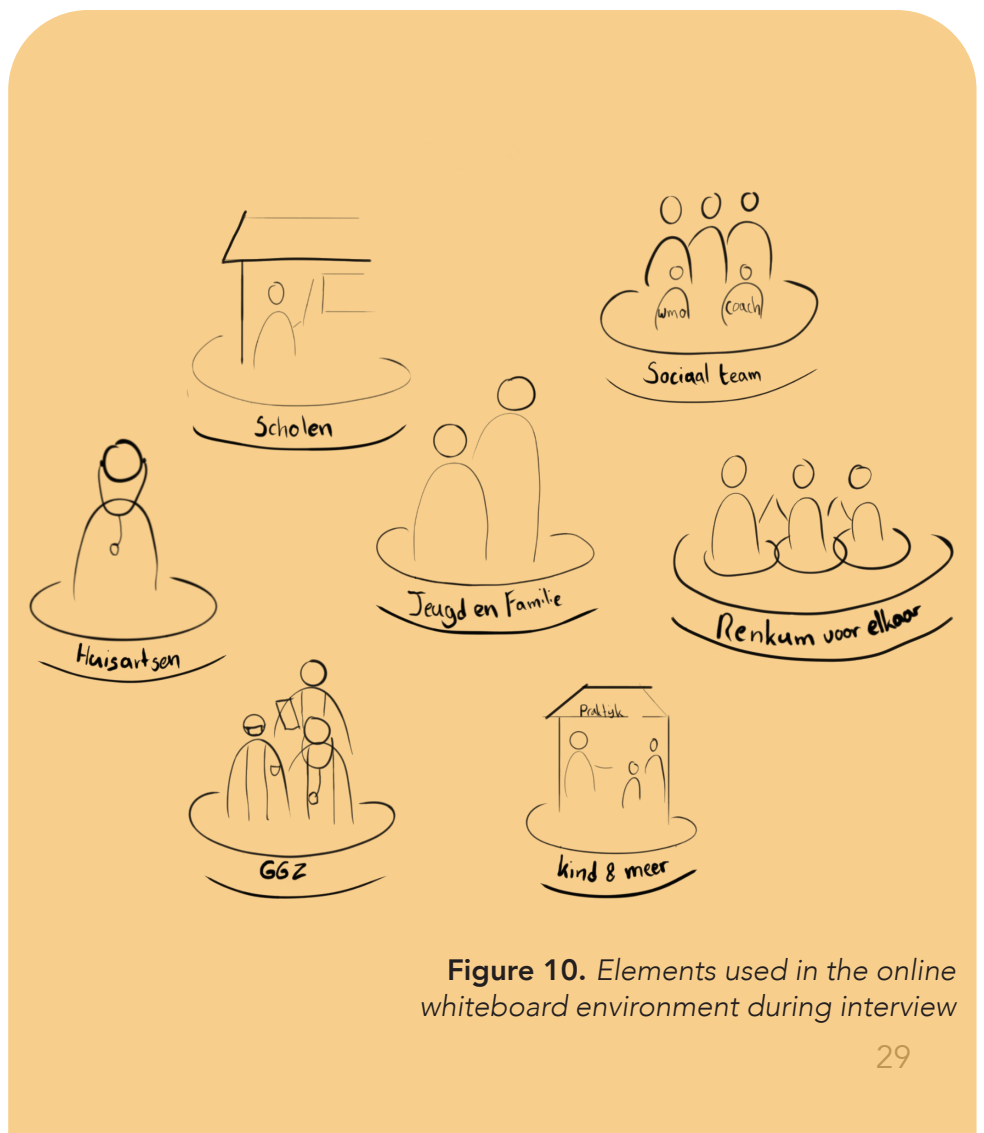


Figure 10. Elements used in the online whiteboard environment during interview

08. Living tissue as a metaphor for human networks

To analyze the data gathered with the literature research and interviews, I used Wielinga's (2001) theory about living networks. In his book "Netwerken als een levend weefsel" Wielinga (2001) compares human networks to living organisms in order to explain patterns of regression and vitality within networks.

He argues that in a network of people, patterns of interactions between stakeholders can either be vital or regressive. In vital interactions patterns, stakeholders in a network exchange and create knowledge together. Through these interactions, energy is created. This energy can then in turn be used to maintain the structure between the parties that makes the interactions possible.

In a pattern of regression, however, the interactions between the parties in the network cost more energy than they create. Therefore there is no energy left to maintain the structure connecting the network partners to each other. Because of this the network loses its ability to grow and adapt and network partners become less inclined to interact with each other.

Wielinga (2001) states that for interactions between network partners to result in energy, there needs to be a balance in two areas of tension: similarities and differences between stakeholders and the tension between the collective and the individual.

Firstly, a balance between the similarities and differences of the network partners is needed. If the differences between the parties are too big there is no common language and not enough recognition in each other to feel safe to experiment. On the other hand, enough

differences have to be present to spark interest in sharing with and learning from each other (Wielinga, 2001).

Secondly for an interaction to be satisfactory, and create energy, the individual party needs the space to bring authenticity as well as the ability to bring value to the collective (Wielinga, 2001).

Wielinga uses these areas of tensions as axes for a model he calls the circle of coherence. The circle of coherence can be seen in figure 11. In this model, he depicts the distinction between vitality and regression as a circle intersecting the two axes. The four quadrants inside the circle represent four different patterns of vital interaction, whereas the four quadrants outside the circle depict regressive patterns.

Wielinga furthermore offers some points of intervention, like styles of leadership, creation of room for interaction and shifting mindsets of the stakeholders, to help transition regressive interactions patterns to become vital again, in turn supporting the system in creating knowledge and novelty and becoming adaptive again.

In my analysis, I use the circle of coherence to diagnose the current state of the jeugdhulp. Furthermore, I draw on Wielinga's theory to analyze leadership in the jeugdhulp system and identify distinct roles parties have in the setting up of collaboration. Finally, I analyze the fit of the interventions that Wielinga proposes with the jeugdhulp system.

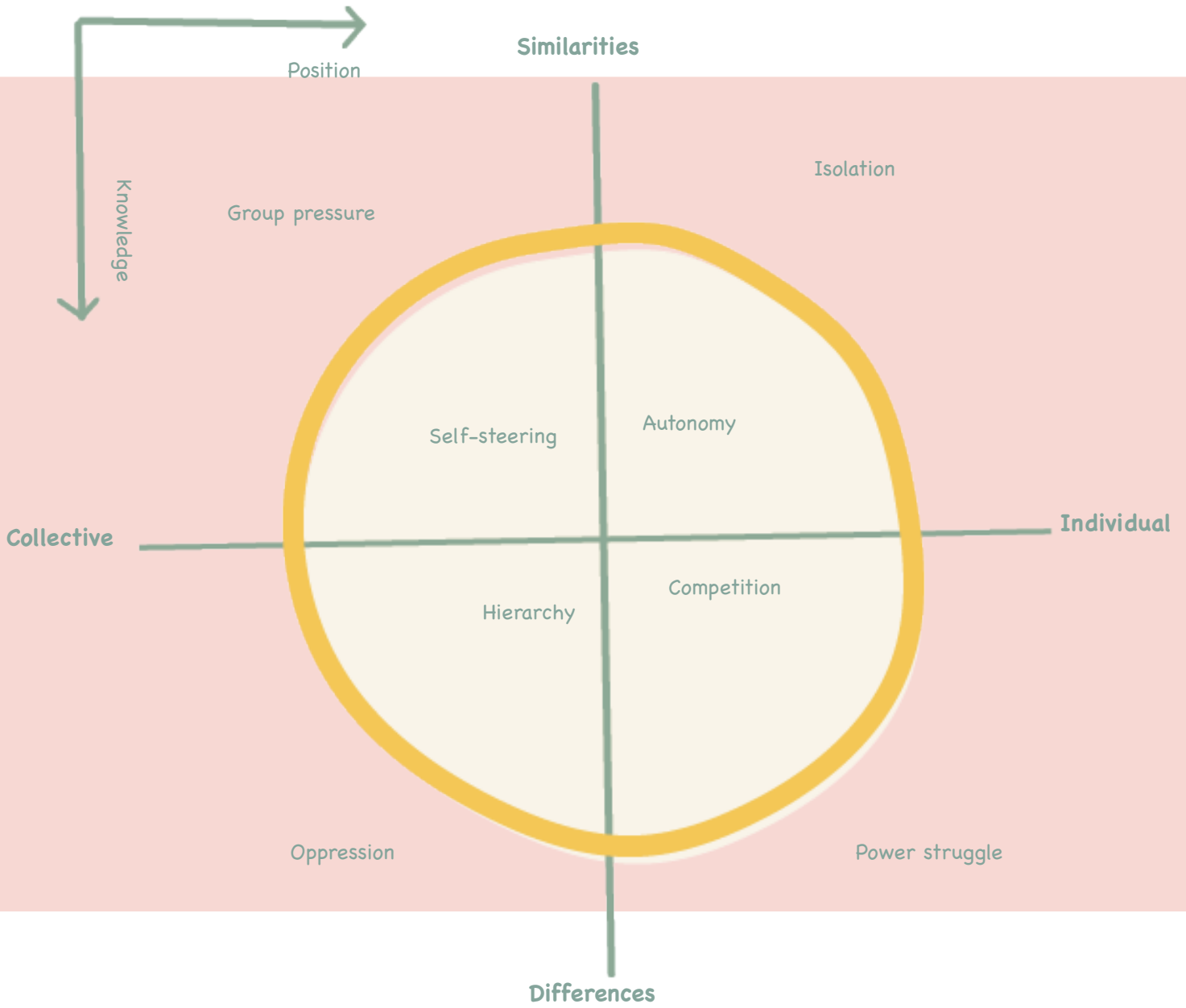


Figure 11. Circle of coherence as seen in Wielings (2001)

09. Frame Innovation

Similarly to the literature about systemic design, Kees Dorst (2015) describes how design increasingly is turned to in the search for alternative ways to tackle open, complex, dynamic and networked problems.

His answer to this shift in the field of design is a method he calls frame innovation. Dorst (2015) states that designers, through questioning the established patterns of relationships in a problem situation, can create a new way of looking at- and acting within- that situation. This new approach to the problem situation he calls a frame.

Dorst argues that frame innovation is “an opportunity to approach the problems we face in novel ways and avoid repeating dysfunctional problem-solving practices of the past” (Dorst, 2015).

He divides the method of frame innovation into nine steps (Dorst, 2015):

1. Archaeology

In the first step of the method, the problem situation is investigated in depth. A deep dive is done into the world of the problem owner and insights on the role of the problem owner in creating the problem situation are created. Furthermore, shifts in the organisation over time as well as previous attempts at solving the issue are uncovered.

2. Paradox

In agreement with systemic design theory, Dorst acknowledges the interrelatedness of problems. However, he also states that in most problem situations there are one or multiple core paradoxes that keep the problem from being solved. In the second step of the method therefore the core paradox or deadlock that keep the problem from getting should be uncovered.

3. Context

The third step of the frame innovation method is an exploration of the behaviour of the key stakeholders that are involved in the problem situation, and those who are deemed to be necessary contributors in any possible solution/intervention.

4. Field

In the fourth step, the context is widened. All potential players that could have an influence on the problem situation are considered. The focus lies on finding the values, powers and interests these players have as well as potential behaviours they could develop that could shift the problem/solution in a different direction.

5. Themes

In this step, an understanding is sought of underlying needs and motivations of the players in the field and the universal values that they have in common.

6. Frames

The themes that have been created in the previous step are then used to formulate new frames. The frames that result from this step should inspire a certain pattern of relationships that could lead to valuable outcomes.

7. Futures

After a frame has been created a creative exploration of the future is done, investigating how things would work out if this frame were to be adopted. Through this step different future scenarios are explored to determine which frames have the potential to lead to sensible solutions.

In this project, I have chosen to use the frame creation innovation method after the first analysis of the found information. The first steps of the frame creation-methodology, archaeology, paradox and context- have been used as a way to analyse and structure the insights I have produced from the interviews and through the analysis using living systems theory.

For the fourth step in the methodology-field- I have explored the exchange of value inside the jeugdhulp. In a quick case study, I also explore relevant projects and initiatives to find unexpected exchanges and value propositions. All found values and currencies I wrote down on post-its.

In the step "themes" I took all these post-its and clustered them multiple times. I then compared these clusters and translated them into encompassing themes.

After creating these themes I had a brainstorm session in which I explored metaphors that could fit with one of or a combination of multiple themes. For each of these possible frames, I then did a quick exploration of the future, looking at the fit with the jeugdhulp system, the similarities and differences and

8. Transformation

In the seventh step, a critical evaluation of the feasibility of the different frames in the long and short term is performed. The changes that will be needed to tie the proposed ideas in with the practices of the involved parties is investigated. This step results in a transformation strategy.

9. Integration

The final step of the methodology is used to make sure the new frames and developments that are put into motion are integrated into the broader context of the organisations involved.

what could be learned in case the frame would be adopted. Through this exploration, I derived the ten most inspiring and fitting frames. I then again compared the frames to each other to find similarities, so that if frames were similar, or had overlap, only the most inspiring or fitting one would be used. Through this process, I chose three frames that I deemed to be the most fitting and inspiring for new ideas. I then explored these frames further through storytelling and produced insights for possible intervention directions in the jeugdhulp system.

Looking at these insights and pulling inspiration from the frames, I then designed a concept aimed to support the transition of the jeugdhulp system to a future where the network partners actively work together.

This concept was then further explored and detailed covering the steps of transformation and integration.

To ensure the fit of the proposed concept with the current practices and desires of the involved parties, seven validation interviews with stakeholders were held to test the feasibility, viability and desirability of the concept.

Listening to & mapping the system

Section III

To create empathy with the system I have interviewed stakeholders and attended several meetings between the network partners in the jeugdhulp system. In this chapter, I describe the main learnings I concluded from the interviews and meetings. First I discuss the goals of the stakeholders. Then I explain my insights on the challenges and opportunities in the collaboration. Finally, I present an overview of all actors in the system and their connection as I understand it.

Chapters in this section:

10. Listening to the system

11. Mapping the system

10. Listening to the system

In this chapter, I describe the main learnings I concluded from the interviews and meetings. All interviews were held in Dutch, I have translated the quotes that are presented.

Goals of jeugdhulp

During the interviews, I asked all interviewees about the goals of the Jeugdhulp and their own personal goals in their job. In their answers, all participants focused on the wellbeing, safety and happiness of the families. They pronounced they want the family to feel supported and want to be able to offer them the right help.

“that every child grows up healthy and safely in a stimulating environment” - I4

“.. so that every child in our municipality can safely grow up” - I1

“..and if there are problems that we think with them to find out what support is needed to solve this” - I3

All interviewees acknowledged that every child deserves a good future and that the jeugdhulp should make sure they do. But in the specifics of their goals there were some differences.

The social worker mentioned that it is important to reach the youngsters in an early stage so that a bond for the future can be created so the youngster can be reached in a later stage of their life easier.

“The goal is to start with young children, to get to know them and build a relationship with them so that is a later stage we can support them into a fitting future perspective” - I7

Three of the interviewees from the municipality mentioned that they work to find the best fitting care for the families, and two of them continued to explain that their goals are to offer this help as fast as possible and as light as possible. They mentioned that their goal is to offer help, as close to home (in a trusted environment) as possible, as light as possible and in the earliest stage possible to make sure the care plan causes the least amount of stress and damage to the families.

“As cheap as possible, providing fitting care..” - I1

“..at the front faster and, where possible, earlier provision of care..” - I2

Offering help close to the families and working on prevention and the normalizing of care also came up multiple times.

“..working toward normalizing, so in case of diverging behaviour not immediately adding a label..” - I2

“to do that close by, so close to the personal environment and with people the child trusts ... and the goal is to track down problems preventively” - I4

Besides the goals for the jeugdhulp and the organisations they work for, the interviewees also showed personal goals and investment in the jeugdhulp.

“I want to leave the world a better place than I found it ” - I1

“I would feel like I failed if for example, the families would have to wait another three months.. ” - I3

Challenges and opportunities

In the interviews, I also asked the network partners about challenges and opportunities in their specific jobs, in the collaboration between different stakeholders and in the jeugdhulp system in general.

Many different elements influencing the ability of the parties to optimize their services were named as well as many factors influencing collaboration in the system. It became very clear to me that there is a lot of connection between the different problems, and that certain issues reinforce each other, as can be seen in figure 12. The causal loop diagrams I created in the process of analyzing the information can be seen in Appendix 3- The created causal loop diagrams.

The most occurring themes that I discovered and their connection are discussed in the next paragraphs.

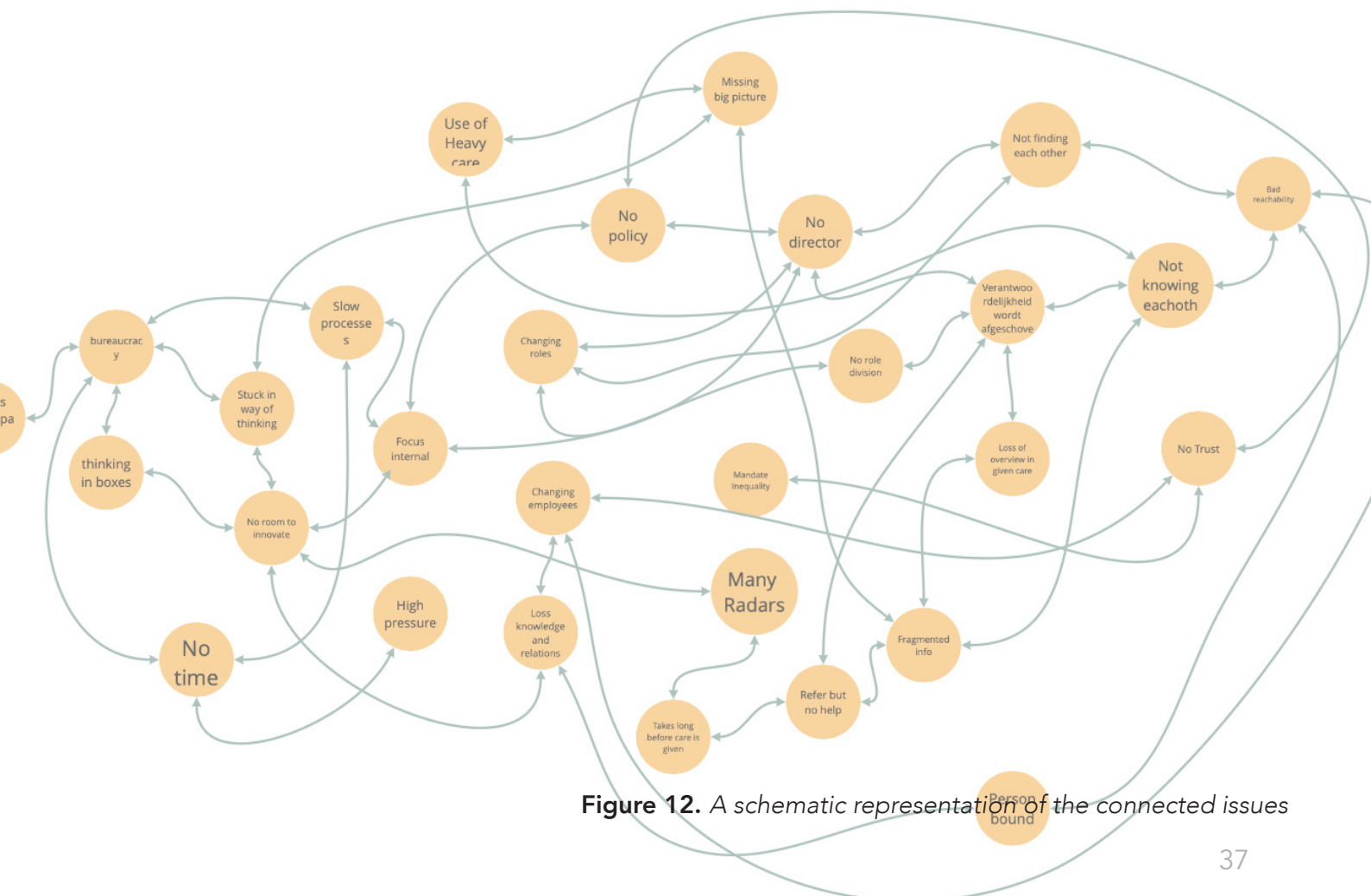


Figure 12. A schematic representation of the connected issues

Pressure

The first theme I found that seems to play a big part in the hindrance of collaboration and innovation is pressure.

Multiple interviewees explained how time pressure influences their work. The jeugdconsulenten seem to feel a big time pressure to do their job because of the long waiting lines into care that they feel like they are battling against. Because of this time pressure, the jeugdconsulenten have started working very much from their own little island trying to get through each "file" quickly to ensure the waiting lines don't get longer.

"and that results in everyone kinda working on their own island to be able to handle the caseloads... so the waiting lines do not grow too much"
- I1

One element that seems to add to this pressure on the consulenten is the bureaucratic pressure to justify and document all their actions.

"The constant need to justify sometimes takes shape as bureaucracy, it involves a lot of processes and takes up a lot of time and effort, and sometimes I think it would be easier to just believe me on my blue eyes that I indeed found fitting care, but I know that can't happen" - I1

This time pressure is not only influencing the consulenten, it is also mentioned to be at play for many of the network partners, especially the general practitioners. They only have ten minutes per customer which seems to result in them often referring to big specialized care providers, simply because they are familiar with them. The time pressure does not leave them a chance to dive deeper into a problem or to explore more options for referrals.

"..and that is also what a general practitioner says, he also has ten minutes to do a consult and then he chooses ease.. - I2

"I notice that it takes a lot to change how the teams work, because there are a lot of complaints, again from the work pressure.." -I5

Within the municipality, a lot of pressure also is fueled by the responsibilities they bear. After all, they are responsible for the organisation of all care and also carry the risks. This pressure, which takes shape as risk-aversion, together with the high work pressure is explained to hinder change as the municipality very carefully has to weigh out investment versus perceived value. Looking beyond the goal of reducing costs in the jeugdhulp seems to be very challenging municipality when making investments for change. As one of the members of the social team explains it, to organise change investment of time and money is necessary, but this investment often lacks.

"what it comes down to is the investment of time and money you have to want to and be able to make. ... and being able to a political thing because that means organisational layers need to agree to the investment and budget" - I4

Another reason for the lack of investment that is mentioned is that decisions for investments in the municipality have to move through multiple layers of management. Because of the pressure of responsibility the municipality experiences and the many radars in the system, the municipality often lacks in making clear cut decisions which means that change often comes to a halt.

“..Also because there are so many radars in the municipality that it (progress) sometimes stagnates because it has to go through someone who does not have time for it or does not prioritize it” - 14

“Also on the workflow there is a lot of change in people, which means some affairs constantly have to start over, and progress also stops then” - 14

“With a new councilour every four years, plans change..” - 17

To relieve some pressure off the jeugdconsulenten en general practitioners, the municipality employed behavioural scientists from the GGD. These scientists are trained in supporting parents and youngster in questions about, parenting, development or issues in the family or environment. The jeugdconsulenten and GP's can consult the behavioural scientist in their cases. The scientist can take over the contact with the clients and ask questions to deepen the understanding of the issue and in some cases already supply the care and support the family needs, providing care earlier in the process.

The connections between the different elements described in this paragraph, are depicted in figure 13.



Figure 13. Interrelatedness : Pressure

Awareness of the family

This pressure on the experts is also explained to cause the missing of the big picture. The municipality as well as Renkum voor Elkaar comment on the lack of awareness of the impact help has on families. They explain how pressure can result in such a focus to do things quickly or by the book that the empathy for the family can be lost.

“as a professional you sometimes get so stuck in what you want to achieve that you sometimes forget what you are doing it for ” - 13

“I think sometimes you have to let go of all of that and think from the perspective of the client” - 16

The interviewees mention how it is important to realise that the families are dealing with these issues 24/7 and that caregivers should not lose sight of the impact they have on peoples lives.

“..and in the conversation about the problems I saw my conversation partner looking at her watch and realized that it was 4.30 on a Friday and that for her the workweek was almost over, and I was still dealing with this problem that evening and the day after and the day after that.. So it would be good to for all of us to realize that for a lot of people this is a big burden and questions continue 24/7 even with support and help” - 17

“also some awareness that you are fulfilling this role in someone’s life, for us it is work but even a first conversation can be very scary for a family” - 13

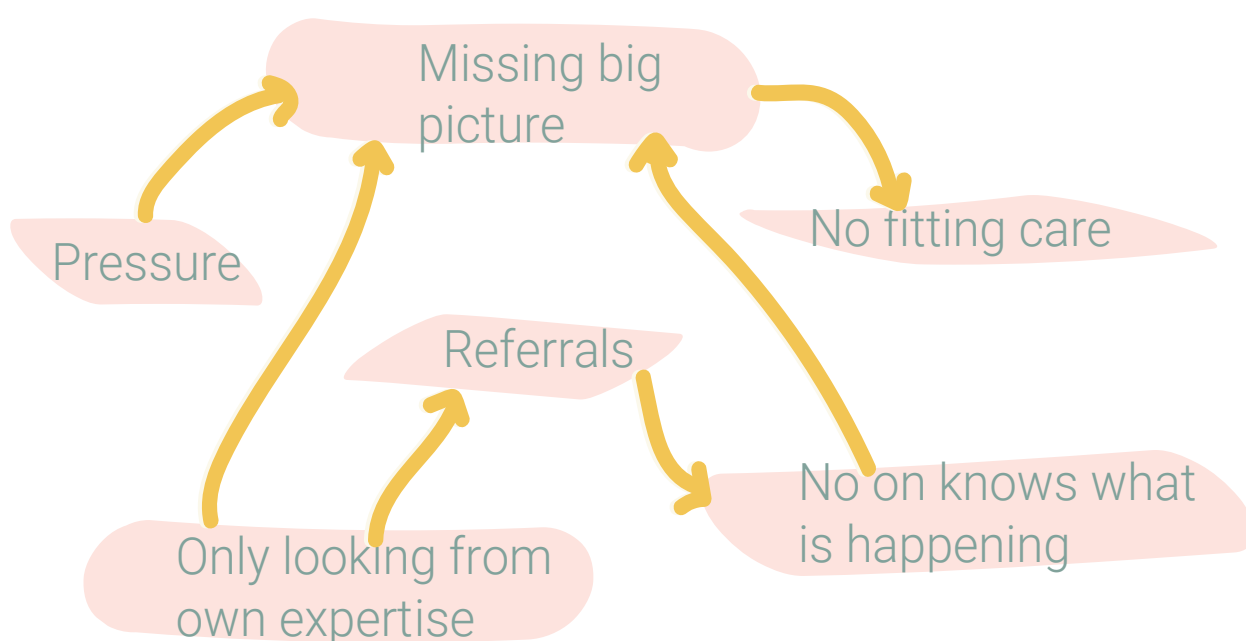


Figure 14. Interrelatedness : Awareness of family

The jeugdhulp exists to support the families but pressure due to time, money or bureaucracy can get in the way of finding the best solutions for the family and making sure they are the main focus.

“the child and the family are the centre of the care” - I1

The lack of collaboration in the system is also explained to play a role in the lack of care fitted to the families. Because all parties look at the families request for help only from their own perspective and draw lines around their responsibilities, the parties often fail to adapt the care to the family and instead send the family towards a different party. No one stays with the family the whole time and has an overview of what is happening.

“...a challenge that you all have your own specialism that it takes a lot to look outside your own perspective and viewpoint” - I3

“and with that there is an own perceived end point for the responsibilities” - I7

“or that you do not know of each others involvement because everyone works from a set assignment” - I5

“There is still no organisation that stays with the family for life” - I5

The connections between the different elements described in this paragraph, are depicted in figure 14.

Person bound

Another theme I found that seems too often hinder progress and collaboration, is people in the organisations leaving or switching jobs. With the change of people, a lot of knowledge, relations and progress get lost.

“Therefore I, with my year of working experience, had the most experience” - I1

“And if people leave or retire, then we let go of that again and it all comes down like a house of cards” - I2

It also was mentioned that explained how in the municipality new managers changed the course of the transition multiple times, causing previous progress to be lost.

“On a management level we have also seen a lot of people whom each time have a different direction or assignment.. so plans don't get completed ” - I4

This changing of occupation causes unclarity about roles and responsibilities inside on organisation as well as for other parties who now have to build a relationship with the fifth person in that role, this also causes annoyance and a lack of trust between the parties.

“There's a lot of negative associations around the municipality. Everywhere you on behalf of the municipality you go as the umpteenth..contact everyone has already seen, 3, 4, 5, consulenten have that say I am the fixed person of contact, but then they left after a few months.” - I1

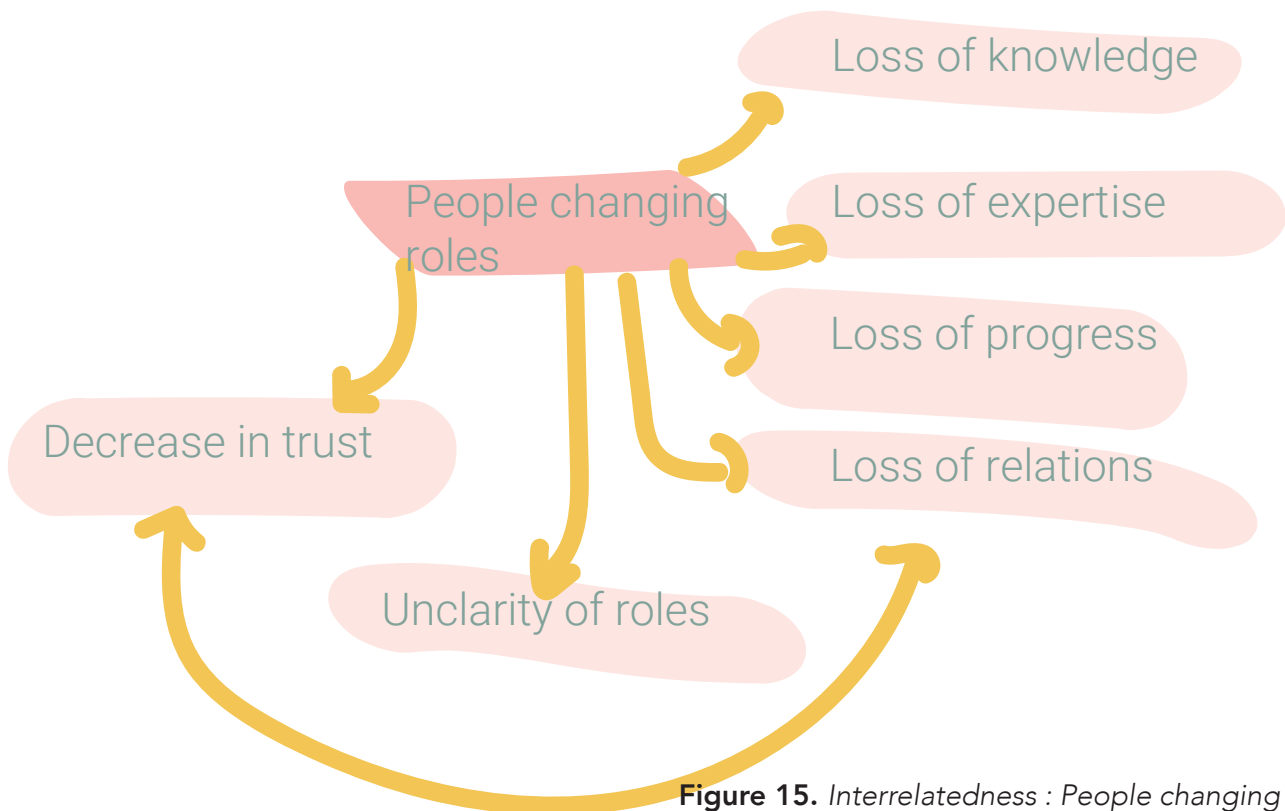


Figure 15. Interrelatedness : People changing roles

“It is hard to get into contact with the municipality as the contact person I has doesn’t work there anymore, and they keep changing” - I8

“but know it still depends a lot on the individual, and that is not yet how we want to work generally” - I6

Multiple interviewees of the social team explain that the switching of roles in their organisation has hindered progress and the ability of the municipality to focus on collaboration, but that now they are at a point where they finally stabilised their internal team and processes, and feel ready to start working on collaboration.

“I think that is what we are working towards now, a stable team with people who also want to make that development and like making connections outside of the municipality” - I3

“Now it seems like we have things in order, and then we can also take the space to commit to the collaboration, but to do that you first need to have a lot of things fixed in the basis” -I1

To actively work on this collaboration therefore the municipality has started the project DGW in which they actively seek to connect with their network partners and create a structure for regular contact.

The connections between the different elements described in this paragraph, are depicted in figure 15.

A culture of referrals

Within the jeugdhulp there are a lot of parties at work to guarantee the well-being and safety of the youth, but all organisations have their own focus. Multiple of the interviewees describe the jeugdhulp as an ocean in where all parties are little islands in between which the families get referred forward and back.

They explain how each organisation has their own way of working and knowledge, as well as their own responsibilities.

“Rolls and responsibilities are not clear, and therefore people all have their own truth about what their role and assignment is” - I2

“so many parties with the same goal, but that still all have their own task... that you are not aware enough of each other and what the other does” - I5

“...from that assignment, there is a certain responsibility, and that responsibility only goes to a certain point, which causes collaboration to not get started” - I5

The different organisations all are experts on what they do but seem to rarely exchange their knowledge, resulting in a fragmentation of knowledge about the client and their case. From the meetings, it was learned that some care providers experience this lack of information and knowledge sharing to hinder the service they deliver.

“because of the involvement of many parties, but because we do not know of each other what everyone is doing, there is a lot of information about a family but it is all fragmented” I5

“When I am working with a lady, it would be very useful to know who else is involved...” - Meeting 1

“the knowledge that is now spread over all different parties, to use that.. and the nice thing is that everyone shares the wish to do this together” - I2

There is no one who stays with the family throughout the whole process and organisations lack an overview of who else is involved. This causes a no-mans-land to evolve, in which no one knows what is happening and it is very hard to reach the client.

“and so a no mans land is created, where the client can not be reached” - I7

Besides the lack of shared knowledge, the parties also seem to lack an overview of the other organisations in the system, the role they play and how they could connect to each other. Parties often refer to each other, without really knowing how they connect to each other

"..how can we make sure that it all works, that you support each other and that, when needed, you can pass the ball in such a manner that it lands softly and that the other does not have to go and search for it in the bushes" - I3

"to do that you first have to know who your network partners are, who does what and whom you can contact for what.." -I 6

From the attending of the jeugdhulp wide meeting, I learned that most parties are very aware that they do not involve each other enough in their cases and do not work together enough to optimize care. All parties seemed to see the value of collaboration and sharing knowledge about cases but seemed to lack a way of doing so. The meeting in which they first saw each other and could share contact information for many of them seemed like a step in the right direction.

The connections between the different elements described in this paragraph, are depicted in figure 16.

"It could go like this. Renkum voor Elkaar is in contact with a family because there are problems or a request for help. So they will start giving care, but it is preliminary care, so it's often light care. So then it could turn out there are more heavy problematics where Renkum voor Elkaar can help sufficiently. Often that care then stops and it moves on to the municipality and the municipality then refers to a care provider. So the care provider starts talking to the family and supplies care but then it turns out that it does not work sufficiently. So then another care provider is involved who starts offering help. And then it turns out that it is not working or there are safety issues so the care is stopped and it moves on to Veilig Thuis. So eventually everybody is researching but not offering help and often this takes years." -I5

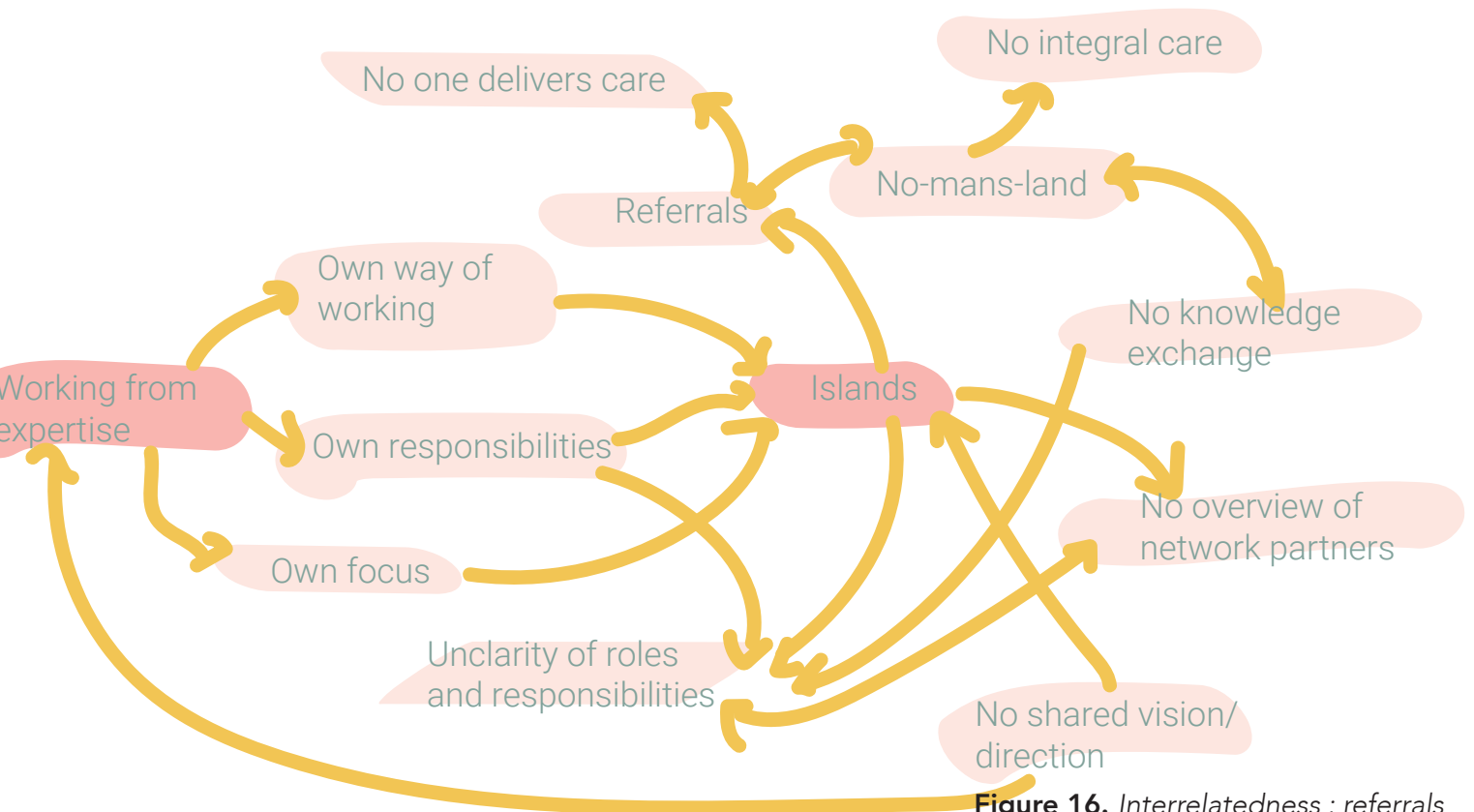


Figure 16. Interrelatedness : referrals

Reactive instead of Proactive

In their goals, both the municipality and Renkum voor Elkaar stated that it is important to be proactive in the jeudghulp, that investment in prevention is needed and that a bond with the youngster should be formed early on.

However, in practice, it seems that the system struggles to reach this goal. As explained in the “pressure” “person bound” paragraphs, the municipality struggles with making clear cut decisions and investments, with the change of management and other employees plans and assignments change every time. This lack of progress and innovation has resulted in outdated, slow and energy-consuming processes.

“The way we work is actually like a weight around your leg... There are so many procedures causing everything to take a long time” - 16

The consulenten and other workers inside the municipality are so consumed by dealing with these processes that they barely have time to do their jobs, let alone find the time to actually change the processes or push for progress or collaboration.

“People think in frames, and that thinking “in boxes” hinders us all” - 12

“I notice in my role that I am too busy with daily tasks, that there is not a lot of time and room left to create and do other things” - 14

“..to free up time ...the coaches and consulenten should feel the space to sit around the table with the network partners” -16

But the municipality is not the only one who is stuck in doing things a certain way, from the attended meetings it became clear to me that all parties agree that the jeudghulp is not functioning well and that change is needed to be able to offer families the best care and play into the ever-changing needs of families.

“we have been so busy getting things started and fixing the basis, while the youth and parents constantly seem to need something else” - 13

All parties that were represented in the interviews and meetings, seemed to agree that they need to play a role in this change and that change should be made through collaboration. A difference is found between the willingness of parties to invest in this change, some parties seemed very willing and ready to change but seemed to lack a way of doing so, while others were hesitant to invest into this change and looked at the municipality to create the change. The municipality themselves acknowledged that they had to take a role in the direction of the collaboration but that they also need a commitment of the other parties.

The connections between the different elements described in this paragraph, are depicted in figure 17.

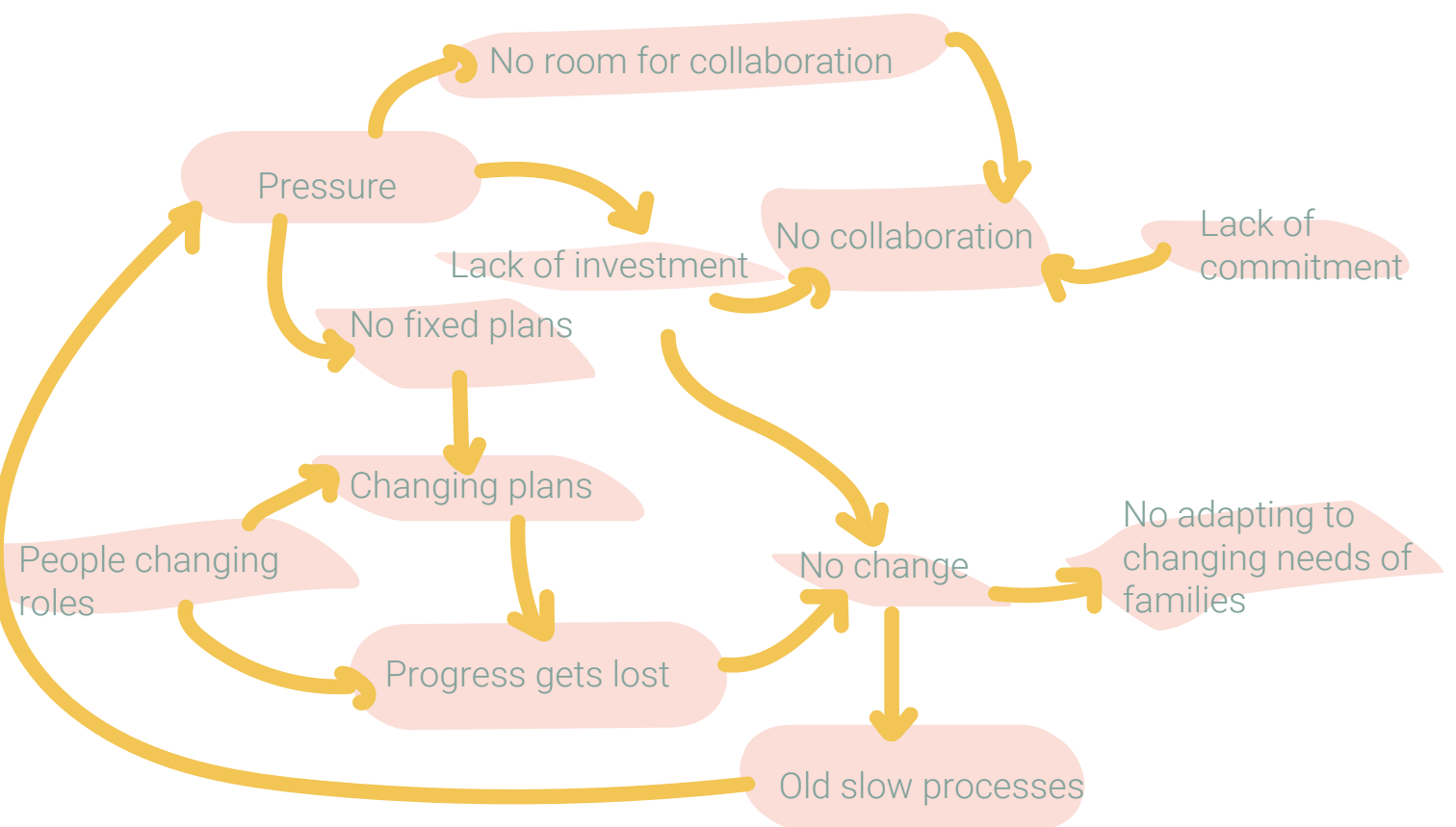


Figure 17. *Interrelatedness : No change*

Collaboration

From the interviews and meetings, I concluded that in the collaboration between the different parties there is still a lot to be gained.

A first notable insight is the relationship between the municipality and the general practitioners. The consultants and GP's fulfil the same role in the system- they investigate the families request for help and set a help plan into motion. Most referrals into personalized health care go through the GP, who often refer to big personalized care organisations as, so they explain, they lack an overview of other options and restriction for their referrals. The consultants on the other hand have more time to research the families request for a suitable solution. The municipality believes that the GP's refer to the personalized heavy care too soon and that they should consider other options. The GP's on the other hand have little trust in the municipality as they feel like they already invested a lot of time and effort into sharing their knowledge with the municipality and feel like they got nothing in return for that effort.

"The municipality got a whole new role in 2015. The general practitioner already did most of the work in a certain way so they were used to just refer to care. En then the municipality came and said "but we want you to collaborate". So the GP's though we have been trained for six years to do this job why are you telling us how to do our job?" - I1

"We have already invested a lot of time and knowledge to the municipality and then they took it and did their own thing with it..." - I9

So I have concluded that there is a lack of trust between these parties. The GP's are not the only ones who have a negative association with the municipality, the psychologist that was interviewed also explained that she has been trying to get in touch with the municipality for a long time but kept getting stopped by a closed door. Renkum voor Elkaar, who is collaborating with the municipality on some new projects also explained how they had to fight for the collaboration.

The municipality admits that the collaboration between the different parties has never had enough attention as they were too preoccupied with building their own team to focus on directing the collaboration.

"..have been focused on stabilizing our own ship. You also have to feel safe to step outside and when you do you need a strong foundation to tell about." - I3

However, the municipality now feels like they are ready to start investing in collaboration. To do so they recently started the project "dorpsgericht werken" in which they attempt to map their network partners and improve collaboration. The first reactions on this project seem to be very positive, most network partners seem to want to collaborate, however, when it comes to the investment of time and resources many partners are hesitant.

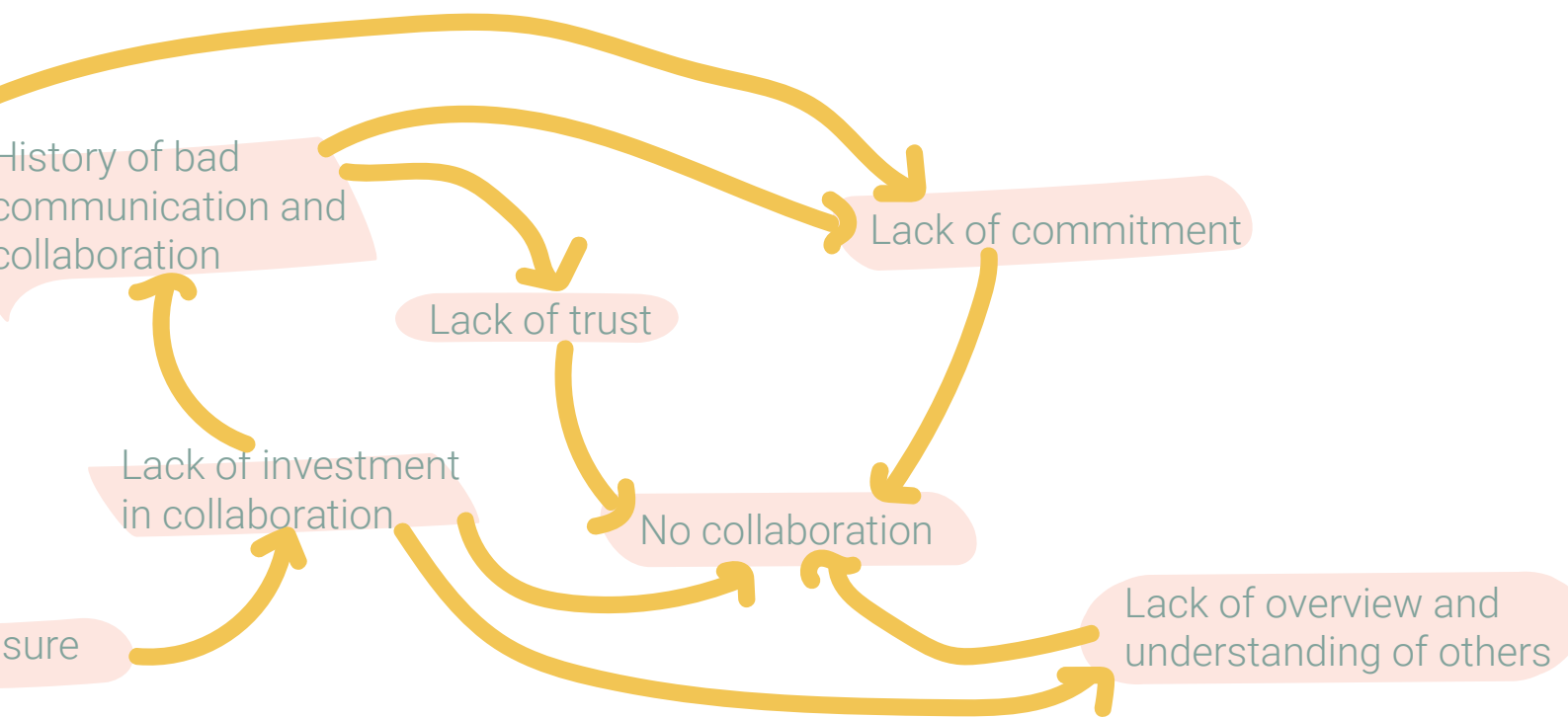


Figure 18. *Interrelatedness : No collaboration*

“I notice that they want to connect and participate, but like to lay it all down at the municipality, so they think it is the role of the municipality to organise things and meetings. And if they get organised they gladly participate... it would be easier if they also showed initiative because they don't see themselves in that role” - I6

A party that seems to play a very active role in the collaboration is Renkum voor Elkaar, this party, in assignment of the municipality is working very hard to build relations and connection with the different parties and seem to be successful in doing so. Recently they have employed school social workers, to connect to the schools and empower them to play a bigger role in the jeugdhulp, besides offering education.

Some hindrances for collaboration that are found are a lack of overview and clarity of

roles. The network partners do not know each other well enough and do not understand the role everyone plays and how they connect. Besides that structures and opportunities for collaboration are still perceived to be lacking.

“just knowing about each other existence, because there is a lot of unclarity about that... Renkum voor Elkaar for example is very unclear for the municipality.... First we need to map who does what and connect people to each other and then also find a way to create a structure” - I6

The connections between the different elements described in this paragraph, are depicted in figure 18.

11. Mapping the system

To be able to map the system, I asked the interviewees which parties they believed are, or should be, involved in solving the problems and reaching the goals they mentioned. They were asked to explain how close these parties were related to the party in the centre, which they all decided should be the family. An example of a created stakeholder map can be seen in figure 19.

While creating the stakeholder maps I asked the interviewees to explain the relationships between the different network partners. From the learnings of these interviews as well as the literature research, I have created a map visualising the stakeholders in the jeugdhulp system and their connection as I came to understand it. This map can be seen in figure 20. In this chapter, I give a description of all parties included in the map.

The actors in the jeugdhulp have been grouped into four different parts of the care:

- The personal network
- The preliminary field
- The specialized caregivers
- The safety services

The personal network

The personal network is the group of people that is the closest to the youngster. This includes their parents, siblings, family and friends. In all interviews, these actors were placed directly around the youngster.

As these are the people that are closest to the youngster and their family, and the people they spent a lot of time with, this personal network has a big influence on the upbringing and wellbeing of the minor. In most cases, the personal network is enough to prevent or solve issues in the wellbeing of the youngster. One of the main focuses of the new child act and the policy of the municipality of Renkum is strengthening the parental climate and problem-solving abilities of this network.

The preliminary field

The preliminary field is the group of organisations that are in place to improve the wellbeing of the youngsters as well as signal problems in an early stage and interfere before the problems get bigger. Within the preliminary field, some parties have the mandate to refer the family to specialized care if necessary.

Day time activities

The first parties in the preliminary field, are child care and sports and culture organisations. These parties play a big role in supporting the well-being of the children in their families.

From the interviews was learned that these parties are often not seen as partners for collaboration yet, but that they are perceived to be valuable players in the jeugdhulp because of their proximity to the youth.

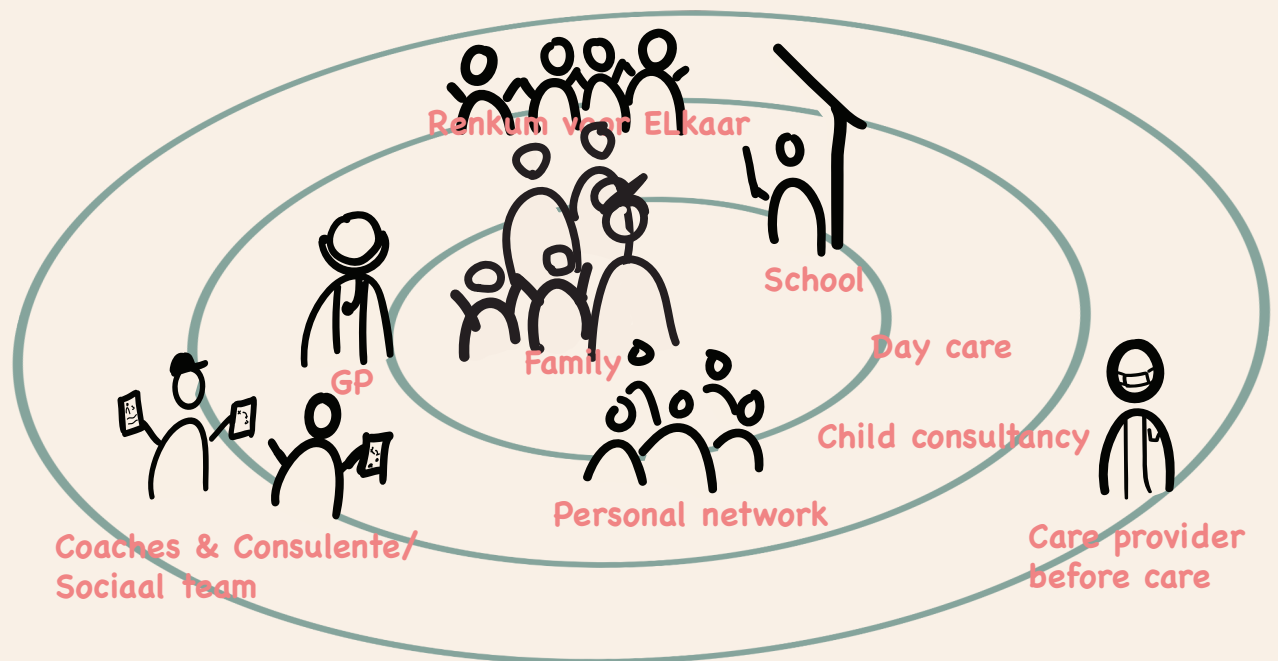


Figure 19. Example of a stakeholdermap created in interviews

Schools

Another party that is perceived to be very close to the youth and the families are the schools.

From the interviews was learned that schools are perceived to be an important player in the preliminary field, as they are such close contact with the families for a long time, and have a good overview of what is happening in the life of the children. From the interviews and meetings, it was also learned that schools not always utilize their signalling role or are not sure how to proceed when problems are recognised. Other parties in the preliminary field such as the social team, behavioural scientist and Renkum voor Elkaar have mentioned that the schools could do more in the early signalling and prevention of problems. To empower the schools to take this position, Renkum voor Elkaar has employed school-social workers that work on location in the schools.

The sport en beweeg team

The sport en beweeg team is an initiative from and financed by the municipality to organise sporting events and activities for youth, people

with disabilities, children from special education and 50+ citizens. These events are meant to stimulate and guide suitable movement. They organise their events in collaboration with sports clubs, gyms, physical therapists, schools and wellbeing organisations.

Renkum voor Elkaar

Renkum voor Elkaar is the municipalities well-being organisation. They are a network organisation of two parties, Stimenz and Huis of Renkum, aimed to increase the wellbeing of the inhabitants of the municipality of Renkum. Huis van Renkum is a place where citizens of Renkum can come together to meet people, join in activities, have meals and ask questions and advice about wellbeing. The party is made up out of both volunteers and social workers (huis van Renkum, n.d.). Stimenz is a company based in Apeldoorn that focuses on increasing the well-being of citizen and neighbourhood strength. They offer help and advice on subjects such as family and parenting, money, work and accommodation and arguing and violence. (Stimens, n.d.)

Renkum voor Elkaar works in assignment of, and is partially financed by the social team. They are responsible for setting up activities and services aimed at socialising, social work, informal care, volunteer work and neighbourhood mediation. *Renkum voor Elkaar is seen as an easily accessible place, where the threshold is low to just walk in and have a cup of coffee or glass of cola and a conversation. Because they work with volunteers they are perceived to be very close to the families and their personal network. In the collaboration, Renkum voor Elkaar seems very active in bringing network partners together in the preliminary field.*

General practitioner

The general practitioner (GP) and their practice support practitioners are often the first points of contact when it comes to health problems. Their main role is investigating the problem, setting a diagnosis and if needed providing a referral.

From the interviews, it was learned that the general practitioners are perceived to be close to the families, because they are often this first point of contacts and because families often see the same general practitioners for years. Therefore GPs often have a personal bond with a family and a good perception of what is going on in a family.

One of the challenges of the general practitioner is the short time in which they have to set a diagnosis and a referral- they often only have 10 minutes per client.

From the interviews, I learned that the general practitioners in the jeugdhulp in Renkum often refer to the biggest specialized care providers and lack an overview of other options. They are also often hesitant to collaborate with the municipality.

GGD

The GGD, or Gemeentelijke gezondheidsdienst diensten (municipal health services) is a public health organisation. One of the tasks they are responsible for is child healthcare. As the name already states, they are arranged per region in the country. The GGD that is active in the municipality of Renkum is GGD-Gelderland midden.

Besides providing information, advice, and vaccination the GGD is also responsible for monitoring the health of a child, they do this by providing check-ups at different stages in the child's life. From ages 0-4 the parent and child have standard check-ups at the child consultation clinics, here the growth and development of the child are monitored, the child gets vaccinated and parents can ask questions.

Between the ages of 4-18, the GGD provides routine check-ups at schools. The paediatricians that work at the GGD have a warrant to, if necessary, refer the children to specialized care. *Because the GGD work across multiple municipalities, in the interviews, they were not seen as an active partner for collaboration. The youth doctors and nurses that work at the GGD, as well as the child consultative offices, were mentioned by two of the interviewees and were perceived to be close to the families.*

The Social team of the municipality

The social team of the municipality is responsible for the themes of well-being, care, youth, work and income.

If families come to the municipality, they first come in contact with the front office. If further support is needed the families will be connected to a coach or jeugdconsulent, who will review the request for help with the families and start a help plan. The consulenten have a mandate to refer the clients to specialized care if needed.

Behind the coaches and consulenten is a team of managers, quality researchers, policymakers, project managers and a counsellor.

Besides coming to the municipality with a request for help, families can also come to the municipality with a personal plan for help in which they explain their problem and what help they think they need or apply for a persoonsgebonden budget (pgb) -personal bound budget.

From the interviews was seen that the social team is seen as more distant to the families than the general practitioners. Often the social team is only contacted when problems are already escalating.

The municipality officially is responsible for directing and financing all jeugdhulp. Through the interviews, I learned seen that they currently are not very connected to their network partners and are working to better these relationships through the project dorpsgericht werken. So even though they are officially in charge and have the authority to influence many parties in the jeugdhulp- eg. change the assignment of RvE or change the contracting of the specialized care- they currently struggle in taking this role and are mostly connected to RvE, and the behavioural scientists with whom they work together to connect to their other partners.

Behavioural scientist

The municipality collaborates with behavioural scientists from the GGD. These scientists support the general practitioners and the jeugdconsulenten and coaches with their cases. They do this by taking the time to dive deeper into the problem with the family and therefore finding the underlying issues. But besides supporting the social team and GPs, the behavioural scientist can also be contacted directly by families with questions about parenting, development or issues in the family or at school.

Currently, the behavioural scientists mostly are consulted by the consulenten and coaches, one of the scientists mentioned that even though the general practitioners were aware that they could contact her, they rarely did.

Independent support organisation MEE

If people do not know whom to contact about their problems, or if they are not satisfied with the support that they have received, they can reach out to independent support.

The client supporter can help with verbalizing questions, preparation for a meeting with a different organisation, explaining rules and laws, support in the formulation of a personal plan or direct the client towards the right organisations.

Specialized care

When the preliminary care is not enough to solve the problems that the families experience, they can be directed to specialized help. The parties that are certified to refer a family or youngster to specialized care are the general practitioner, a medical specialist, a paediatrician, the jeugdconsulenten, the juvenile judge and certified child protective services.

In the municipality of Renkum over 300 specialized care providers are offering different types of care. The municipality divides these types of care into: nursing, support, medical child-day-treatment, longtime crisis housing, foster care, closed youth care, residential help, specialized day-treatment and care of youngsters with mental disabilities, general basic ggz, specialized ggz and forensic help.

Since specialized care can only be accessed through referral, it is very important for these care providers that they are known by the referrers. But because of the sheer amount of parties, both the consulenten and general practitioners have said to miss an overview of the different parties.

Safety services

If the safety of the child is in danger or if problems are escalating, the safety services can intervene. Veilig thuis offers advice and support in cases of domestic violence or child abuse, people can contact them in case of questions about, suspicions of, and in case of abuse. They will investigate the situation and intervene or call on a local party to intervene. Police can always be notified when situations become dangerous or are threatening to escalate.

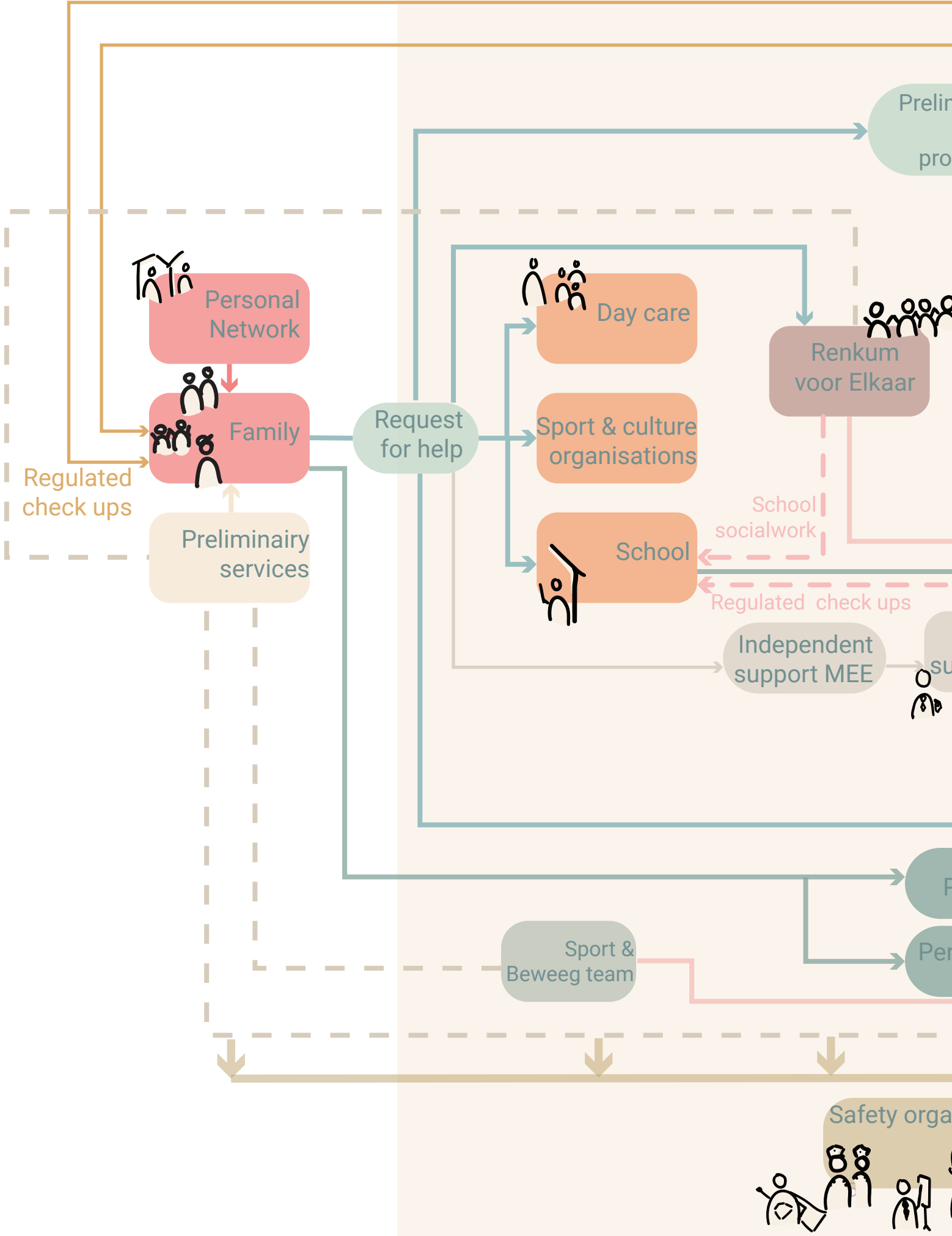
The attendance officer checks if children and parents are obeying the law of compulsory education and can support children and parents with finding solutions for problems of school attendance, they can also start a lawsuit if the student is skipping school or is not enrolled in a school.

The juvenile judge is responsible for judging the case if a child between 12-18 is suspected of committing a crime. But they also act in family or youth matters. They have the warrant to place a child under supervision in case of problems at home and even judge to place children into the custody of a foster parent or a foster home. The judge is certified to refer the families to specialized care.

These parties, although deemed as important, were not seen as direct partners for collaboration in most cases as they only interfere when things go wrong.

Personal Network

Preliminary f



Field

Specialised care

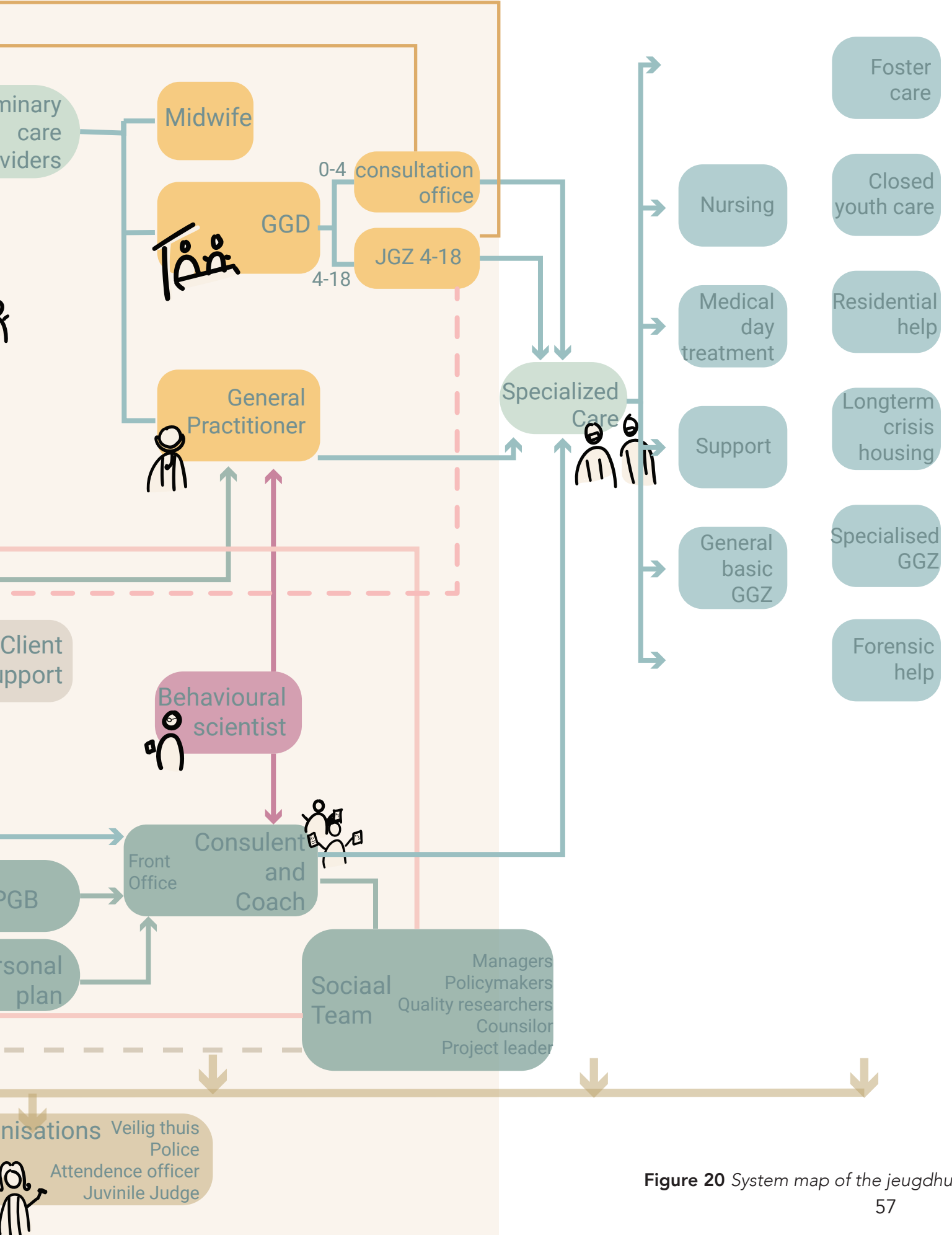


Figure 20 System map of the jeugdhulp

Understanding the system

Section IV

After gaining an understanding of system and having mapped the system as I perceive it, I dive deeper into the system and understand the origination of the problem situation. I explore paradoxes that are at play as well as underlying values and powers in the system.

To do so I first used the metaphor of a living network to distinguish patterns of interaction and roles and leadership in the system. The results of this step are discussed in chapter 12. After that, as can be read in chapter 13 I used the first step of the frame innovation method to restructure my learnings and explain my understanding of the origination of the problem situation and the current state of the jeugdhulp. I use this method to explain the core paradoxes that keep the jeugdhulp from becoming collaborative and to define what players will need to be involved to create change in the system. These steps are explained in respectively chapter 14 and 15, using the fourth step of frame innovation, I widened the context and explored values, powers and interest at play in the field surrounding the jeugdhulp, this step is explained in chapter 16.

Chapters in this section:

- 12.** Jeugdhulp as a living network
- 13.** Archeology of the problem situation
- 14.** Paradoxes
- 15.** Unmissable players
- 16.** An exploration of the field

12. Jeugdhulp as a living network

In this chapter, I use the theory presented by Eelke Wielinga in the book "Netwerken als een levend weefsel" to diagnose the vitality of interaction patterns in the jeugdhulp system. I present my analysis to the leadership in the system as well as the roles different parties have in the collaboration within the system. I conclude this chapter with the steps Wielinga discloses for creating vital and learning organisations.

A state of isolation

As explained in chapter 08, in his book Wielinga (2001) explains four types of vital interaction patterns and four types of stagnating interaction patterns.

Looking at the coherence circle, I have concluded that the interaction pattern that fits the Jeugdhulp system the most, is Isolation. Wielinga defines this pattern as follows: "Actors are not willing to interact with each other. This can be seen because of lack of literal contact ... it can also be recognized by island culture in organisations" (Wielinga, 2001). He explains how in the isolation, actors are not able to see how they are connected to the others in the network or that they try to protect their own space (Wielinga, 2001). Furthermore, he describes that in isolation actors often expect that the investment of energy needed for the interaction is too high in comparison to the expected value the interaction could yield.

Looking at the Jeugdhulp this explanation of isolation seems very fitting. As I concluded from the interviews, the different organisations are each working on their island of expertise and rarely connect or share information. Even though small steps are being taken in the collaboration, mainly pushed by Renkum voor Elkaar and parts of the social team, a lot of parties still seem to

hold back, they are not willing or able to commit to investing in the collaboration and feel like the municipality should take that responsibility.

The general practitioners have mentioned that they are hesitant to invest more time and resources in the collaboration, as they feel like it does not yield them any benefit.

For the municipality, investment in collaboration is also not always straightforward. Although they see the value of collaboration, the municipality very carefully weighs out investments versus expected value and in the different layers of the organisation that can result in a lack of investment.



Wielinga also names not being able to see the connection to others in the network as a symptom of the state of isolation. This lack of connection to the system is also apparent in the jeugdhulp. Through the interviews I learned that different partners are not always aware of each others role in the system and also do not see how their needs are connected, an example of this is the general practitioners not being aware of what preliminary care providers can do or when they could refer patient to them. Another example is the role of Schools. The municipality and Renkum voor Elkaar mention schools as important players to signal and resolve problems in an early stage. But the schools

main focus was, and is, of course, education. Through the interviews and the attendance of meetings I learned that, according to Renkum voor Elkaar and the municipality, schools often do not fulfil their signalling task, because they do not perceive their own role that way. With the starting of the school-social workers, RvE and the social team try to empowered schools to take on this task and see themselves as a part of the whole. So building on this lack of communication, the hesitance to invest in collaboration and lack of awareness of each others role in the system, I concluded that the jeugdhulp system in Renkum is currently in a state of isolation as is shown in figure 21.

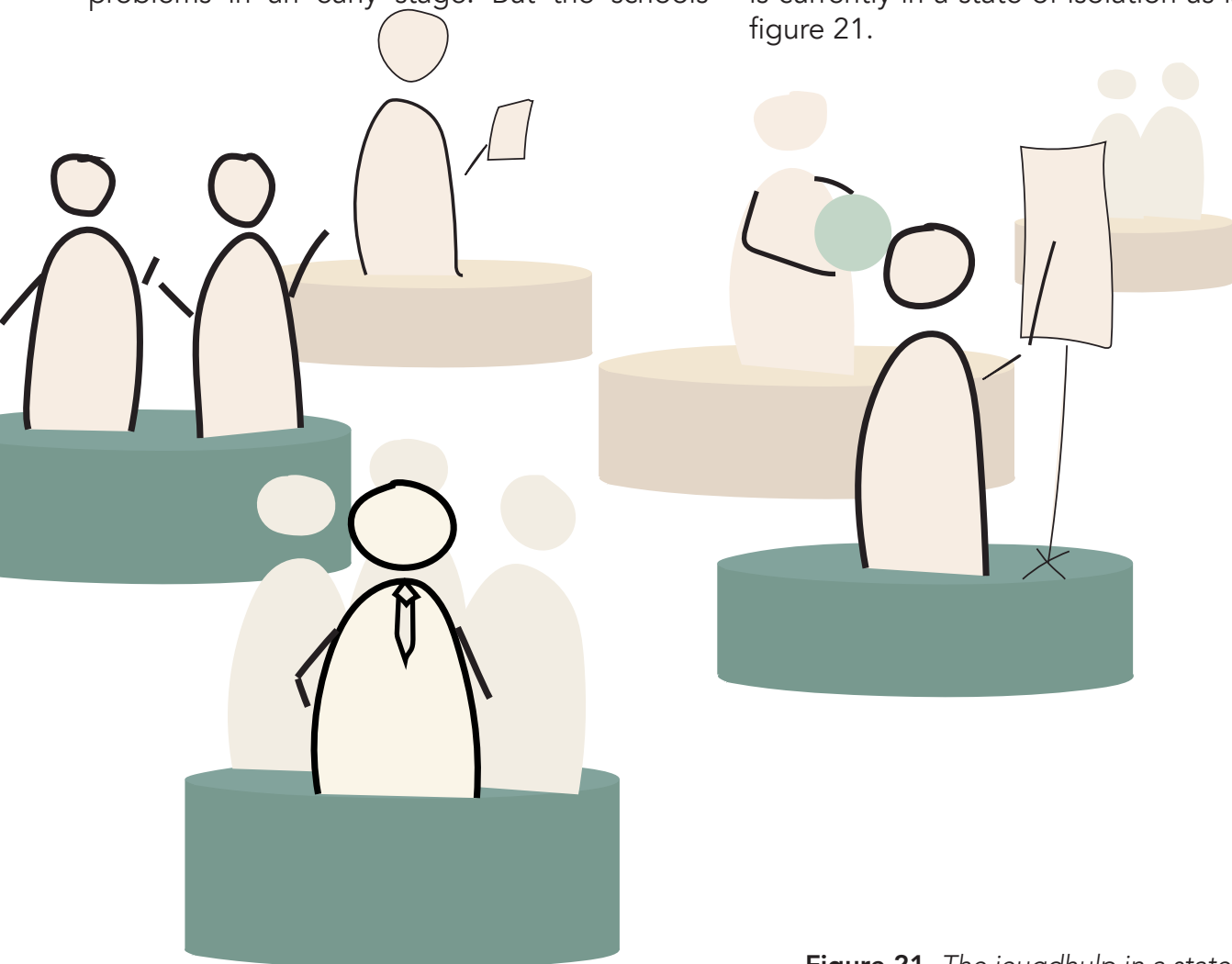


Figure 21. *The jeugdhulp in a state of isolation*

Leadership

In his book, Wielinga (2001) goes on to explain how different types of leadership can inspire the shift from stagnation into vital interaction. For a state of isolation, he describes that, through inspirational leadership, a shift can be made to a state of autonomy.

In autonomy, he explains, actors see each other as useful network partner when there is something that can be traded. The role of an inspirator is explained as a leader who has the ability to offer actors a new perspective that could persuade them to make different decisions. This new perspective should help the parties see that being an active and collaborative part of the network will not take up too much of their autonomy and will indeed be valuable for them (Wielinga, 2001).

What Wielinga proposes- somehow offering actors a new perspective that could persuade them to be an active part of the network- could inspire directions for interventions in the jeugdhulp. Wielinga (2001) states that the act of offering new beckoning perspectives should be done by a party that can claim a leadership role.

To understand the jeugdhulp better, and to understand how the parties could influence each other, I analyzed leadership in the system. Wielinga (2001) defines leadership as the selective creation of space for vitality in a network by recovering the structure between the different players in the field. In theory, the municipality has

a leadership role in the jeugdhulp system. After all, that is the role that was imposed on them by the decentralisation. They are both the creators and enforcers of policies and are responsible for contracting organisations and financing the care. This means that the municipality has the mandate to change things. However, as I learned from the interviews, they have not always taken on this role of leader in the system. Through the interviews I learned that since the decentralisation the municipality has focused a lot on adapting their own organisation and processes and collaboration or leadership has not been prioritized. As seen from the reactions of the general practitioner and psychologist, and the social team's experience with collaboration and how the municipality is perceived, this lack of leadership and investment in the past has created a situation where some parties have trouble accepting, and trusting in, the municipality in a leadership position.

Wielinga (2001) states that a leader should be able to look over the edges of their own needs and have the position and resources to do what is needed for the network. In theory, the municipality is in a position of power where they can make changes to benefit the system, however in practice looking over their own goals might be hard for them. Because of their financial situation, it is very hard for the municipality to put aside the goal of "spending less on specialized care" and focus on the needs of their network partners.

Roles in the system

Drawing on insights from the interviews I analyzed roles actors seem to have taken on in the jeugdhulp.

First of all, Renkum voor Elkaar. This party has taken on the role of connector in the system. They have been working hard to connect to different parties and try to create change. One way of doing this is by starting working with school-social workers to connect to the schools, this part fits with the description of what Wielinga calls changers: Changers push for transition, they see new opportunities and want to take them.

Drawing on the meetings I attended and the experiences the municipality has had in setting up collaboration with parties in the preliminary field, I concluded that most parties seem very interested to work together, but lack a framework to start collaborating. They are often not willing to take initiative or make big investments to set up the collaboration.

A distinction can be made for the general practitioners. The GP's are more hesitant to collaborate. They feel like they have already invested a lot of time and other resources into working with the municipality, but that they have not gotten enough in return. To be able to involve them in collaboration they would have to be convinced that the collaboration, this time, will indeed bring them value and that could be difficult.

Another interesting group to consider are the specialized care providers. Within the specialized care field, there are more than 300 suppliers, which causes competition amongst the parties and changes the role these parties play in collaboration. These care providers, as they only can be accessed by the family through a referrer, are active in making sure the referrers know how to find them, but play a small role in the collaboration in the preliminary field. Because the collaboration of the network partners, partially is aimed to reduce the number of referrals into specialized care, a successful collaboration would mean that there will be fewer clients for the specialized care providers which would fuel the competition between them even more.

Enforcing vitality in a network

Wielinga (2001) explains that a network where vital interaction patterns take place will learn, adapt and grow because stakeholders actively share and create new knowledge through their interactions.

As diagnosed, the system is currently in a state of isolation, the organisations, although experts at what they do, all work from their own island creating a culture of referees that makes the jeugdhulp very complex and hard to access for families and causes families to have to wait very long to receive fitting care.

To move from this state of Isolation to becoming a network in which vital interactions patterns take place so that the network becomes adaptive and learning, Wielinga suggests that a leadership role should be adopted in which a new perspective is offered to the actors to help them see that being an active and collaborative part of the network will not take up too much of their autonomy and will indeed be valuable for them.

Wielinga (2001) describes four phases, depicted in figure 22, that every actor has to move through to become a vital part of a network:

The phase of inclusion. Firstly actors in the system will have to decide how much they want to get involved, is it worth their troubles?

The phase of control. In this phase, the actors will need to find a balance between their autonomy and what will be expected of them by the collective.

The phase of hierarchy. Actors are starting to accept each others role and do what is expected of them

in the phase of affection. The actors take responsibility for their role as well as for the relationships in the system.

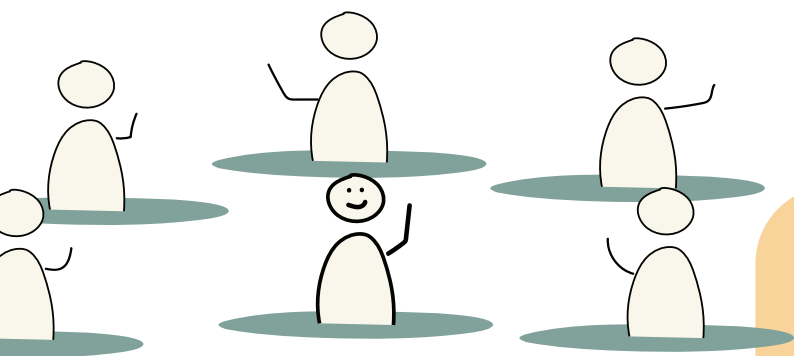
Wielinga explains, how to move through these

four phases, the actors need to let go of their visions of truth and shift their mindsets. As I already discussed, one of the ways to enable this change of perspective that Wielinga suggests is through inspirational leadership.

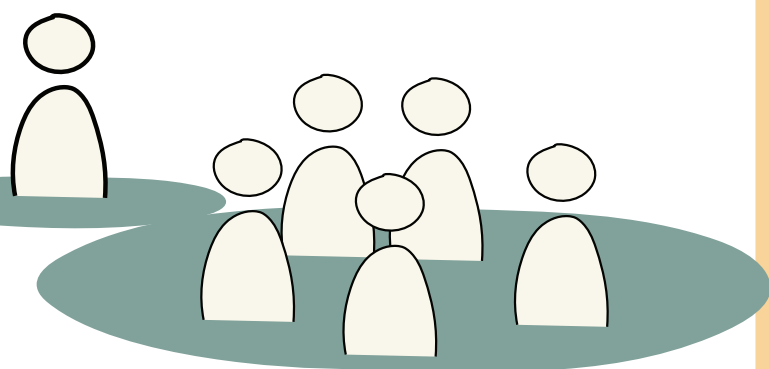
Wielinga (2001) also explains how creating a space for interaction where the active changers in the system and the actors who are hesitant about change debate their viewpoints, can bring these parties viewpoints closer to each other, making them more likely to collaborate.

Birney (2014), van der Bijl Brouwer & Malcolm (2020) and Vink et al. (2019), acknowledge that by creating space for interactions and experimentation, people in a network can shift their mindsets and learn to work and grow together. Birney (2014), similarly to Wielinga, uses a living systems lens to explain that people create novelty through learning and experimenting together. Van der Bijl Brouwer and Malcolm (2020) acknowledge that healthy human relations in a system influence behaviours such as learning and creativity and that by creating space for the actors to conduct fail to safe experiments a system can learn and adapt.

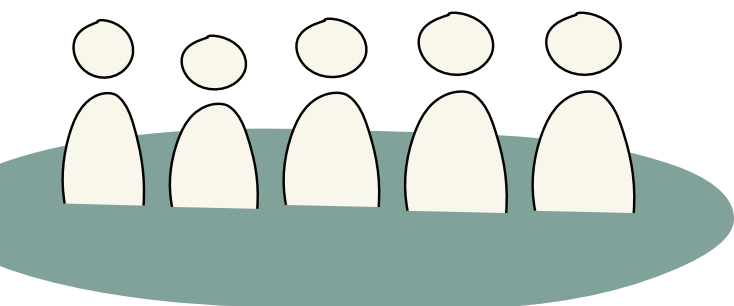
Vink et al. (2019) explain how interaction with others can support the reshaping of mental models to enable innovation. In their article, the authors state that through interaction, people are exposed to each other's visions of truth which nudges them to shift their mindsets closer to each other. The authors furthermore explain that embodying alternative mental models also create a shift in perspective (Vink et al., 2019). They state that actors will understand each other better- and will adapt their mindset to fit each other- if they are able to experience the viewpoints of others, for example through activities such as role-play (Vink et al., 2019).



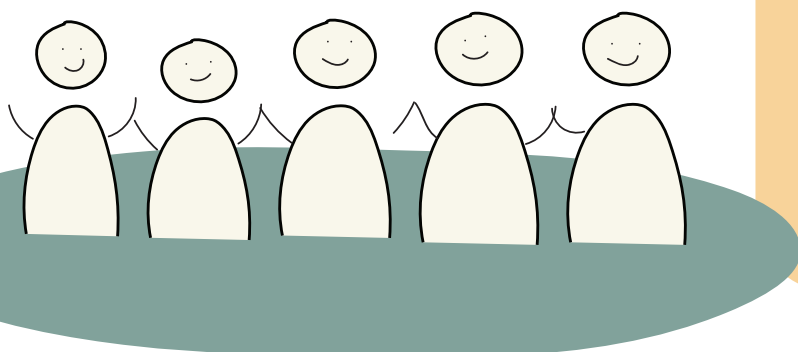
Inclusion



Control



Hierarchy



Affection

Learnings

From this analysis, I have concluded that the jeugdhulp in Renkum is currently in a state of isolation. To move out of this state toward a collaborative, learning and growing network that can adapt and work together to optimize the jeugdhulp, space for vital interaction is needed. To create vital interactions the actors in the system need to see the values of these interactions and believe that they will bring them more value than it will cost them. To accept this, they need to feel included in the system, find a balance between their autonomy and the collective, understand and accept each others roles and take responsibility for the relations in the system.

Leadership that offers a new perspective and creates room for interactions can stimulate this. In the jeugdhulp, the municipality officials has this leadership task but to be able to take this role, and be expected by other parties in this role, they will have to build trust with their network partners and learn to look beyond their own needs and also cater to the needs of the other parties for the good of the system as a collective.

13. Archeology of the problem situation

Following the first step of the frame innovation method, in this chapter, I draw on my insights from the literature research and interviews to present my understanding of the origination of the problem situation and the current situation.

With the implementation of the child and youth act, the municipality of Renkum received new responsibilities and was forced to take on a new role. These new responsibilities for arranging and executing policies for the youth care and WMO called for a new way of working. But not only did the municipality have to cope with this shift in roles, but they were tasked to do so while also trying to manage a reduction in funds.

For the municipality of Renkum this was not an easy task. Their new responsibilities called for a lot of changes within their organisation. They worked hard to set up new policies and develop their own team and procedures to match this. But their new responsibilities and a lack of money forced them to become very risk averse.

The risk aversion has caused the municipality to have troubles in laying down fixed plans. This lack of fixed direction, and shared vision across the whole organisation, has left a lot of plans and roles open for interpretation. With constant changes in the social team due to people shifting jobs and leadership changing every four years due to the election of new councillors, a lot of plans for change did not get executed fully. There are many levels in the organisation where plans for change can stagnate and with

new people changing the direction or changing the emphasis of a plan a lot of progress has been lost.

This has left the social team under a lot of pressure. With the demand for help growing but progress in the way of working lacking, the jeugdconsulenten and coaches are under great pressure. This pressure has left the municipality in a state where they are so busy putting out fires that they barely have room to innovate their processes, let alone the whole jeugdhulp system.

While the municipality was focusing on adapting to their new role internally, there was little attention for leadership and collaboration in the system. At points where other parties in the field looked at the municipality for direction or collaboration, they were not able to find what they needed. After all, the municipality had to change internally before they were ready to collaborate with, let alone lead, the other parties.

This meant that the parties had to work autonomously. They all started too, or continued play, what they perceived to be their part in the jeugdhulp, and found their own ways to solve any issues they had.

This caused each party to also draw a line around what they perceived to be their responsibilities in the system. Thus, each party formed their own "island" with their own knowledge, expertise and way of doing things without sharing this with each other. In the jeugdhulp there are a lot of referral agencies, where the parties do their

14. Paradoxes

Now that I have depicted the problem situation I look deeper, why has it not been solved yet? I have identified three core paradoxes in de jeugdhulp in Renkum.

own research and draw their own conclusions to then refer the clients to a different “island” who will, in turn, also do their own research and refer the client further again. Since the different organisations don’t know each other and they only look at the problem through their own lens of expertise it often takes a long time before the client gets to a place where they can get the right help. This separation of knowledge and practices has left a “no-mans-land” between the organisations, a place where no one knows who is responsible for the client or even what is happening to the clients.

Currently, the jeugdhulp is in a state of isolation. The municipality feels like it’s ready to start collaborating and has started the project dorpsgericht werken to do so. Many parties see the value of collaboration and want to share knowledge but lack an overview of their partners or are hesitant to invest time and effort into creating structures for connection and collaboration.

Autonomy vs. the collective

Jeugdhulp is a complex and broad field that causes a need for multiple expert organisations working to offer support on different subjects. Because all these parties are needed they all take on their piece of responsibility causing knowledge to be spread out and fragmented. Through this fragmentation of knowledge and expertise, the organisations drift even more apart and start working more autonomously. This separation of organisations limits their overview of all their partners and their roles. Although most parties see that collaboration would be beneficial for them, they do not feel it is not within their responsibilities to invest in the organisation organising this collaboration or are not willing to give up on their autonomy.

Fast vs. thorough

To avoid problems from escalating and decreasing costs of care a constant focus is put on the speed of finding the right care and providers. But problems are often complex and finding the core of the families issues calls for thorough and intensive research, which takes time. Therefore a constant battle of speed vs. thorough care is encountered.

Change vs. risk aversion

I learned that the municipality is aware that change is needed in their way of working and in the collaboration in the system. But even though they are aware that change is desired they are still risk bearing and responsible which causes them to be very risk averse and makes it very difficult for them to change.

15. Unmissable players

In this chapter, following step three of the frame innovation method, I explain the context of the problem situation is by focusing on the players that have been involved in previous attempts to solve the problem situation and parties whom I believe will have to be involved in any future intervention to create a change.

The municipality and the social team

First of all the municipality. I have learned how the municipalities have been assigned a leadership role as they became responsible for creating and carrying out policies concerning all youth care. From the interviews I have concluded that the municipality of Renkum in the past has predominantly focussed on their internal team and processes, leaving their leadership role and collaborations unutilized and neglected. This has left the social team in a position where they are mainly paying for the care and putting out fires.

From the interviews, I also concluded that the social team believes that they have reached a point where they have created a strong enough internal base that they are able to start step into their leadership role more and work on building their relationships with their network partners.

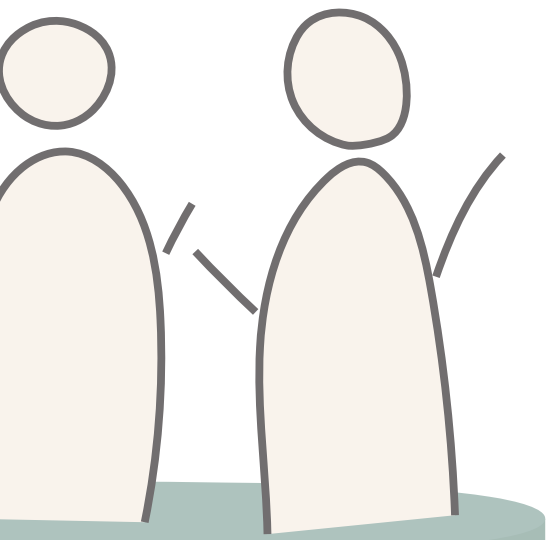
To do so the municipality has started the project "dorpsgericht werken". Within this project first steps are being made to map all network partners, get to know each other and build structures for collaboration in the system.

Jeugdconsulenten en coaches

The jeugdconsulenten and coaches are the members of the social team in the municipality that have direct contact with the families. The consulenten and coaches are under a big pressure caused by imminent waiting lines and endless paperwork in which they have to justify their decisions. This pressure and old and slow processes that are in place can leave the consulenten and coaches in such a focus on "handling a file according to the rules and then quickly moving on to the next file" that they can lose track of the big picture- helping the family in finding the best fitting care.

From the interviews, I learned that the consulenten and coaches are involved in process changes within the municipality, like changing the application for a PGB and giving clients more control by sending them sensitizing question before the first meeting. However, they still feel that they have little space to innovate as innovating would mean learning and working at the same time, and they do not feel the space and time to do so.

In the project, dorpsgericht werken the consulenten are divided over the different villages in the municipality and have started working on location in these areas to build relationships with their network partners in these villages.



Renkum voor Elkaar

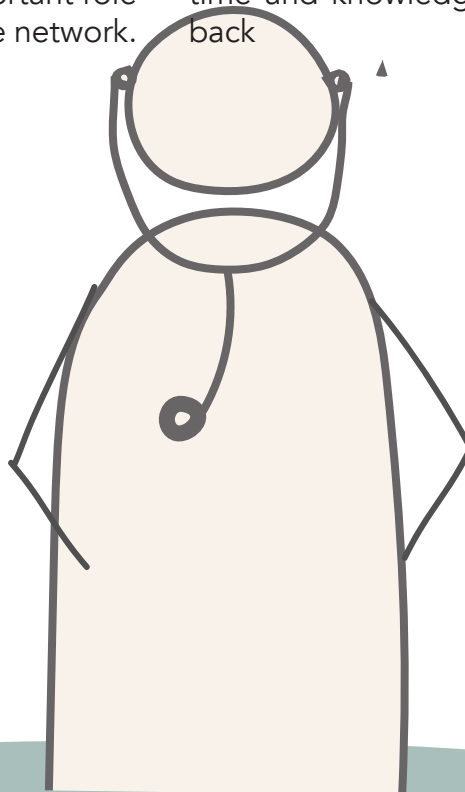
Renkum voor Elkaar, the municipalities network organisation for well being, is perceived to have a “low threshold” and open character and therefore as being very close to the families. Renkum voor Elkaar is very active in connecting different parties in the jeugdhulp system and optimising the wellbeing of the families through strengthening the preliminary field.

The party has recently gone through big structural changes, moving from a network organisation comprising six different organisation to only two.

They also recently employed school directed social workers to connect to the different schools in the municipality and support them in their task of signalling and preventing issues for the youngsters. Because this organisation has actively taken on a connecting and changer role, I expected they will play an important role in the transition toward a collaborative network.

General practitioners

The general practitioners have not been very active in the collaboration within the system. However, as 80% of the referrals to specialized care go through them they are definitely an important player in the system and should be involved in possible interventions. The general practitioners only have ten minutes to diagnose and set up a treatment plan for their clients. In cases of jeugdhulp this has often resulted in referrals to big care organisations, even if these were not the most fitting for the client. The general practitioners have communicated to lack an overview of smaller specialised and preliminary care providers. Although they acknowledge that they lack this overview and that it hinders their work, the general practitioners are sceptical of collaboration as they feel like they have already invested a lot of time and knowledge without getting anything back



16. An exploration of the field

In this chapter, I widen the context of the jeugdhulp and explore different values, powers and interest in the jeugdhulp as well as in other inspiring projects and initiatives. In the next section of this report, I will draw on these factors to create an understanding of the deeper factors that underlie the needs and motivation of the players in the field and the values that they have in common, in chapter 17.

From the literature research, I learned that the goals for decentralising youth care are to offer **fast and integral care** by having multiple experts work together **coherently**.

From the interviews, I learned that all parties are focused on the **well-being of the families**, but they all have their own goals as well. After all for most parties care is **what they sell**. They want to offer the **right support** to help people, but also to **earn money** and therefore they have to make sure people can find them and that their clients are **satisfied with their service** so they **keep coming back and might recommend** them to others.

For the municipality **decreasing the costs** of the care is also a big goal.

But besides well-being and money, the parties also need to perceive that their work is **useful and that they can work autonomously** and are **appreciated** for that. Trust is also an important factor in the sector. Clients need to **trust** the experts and the experts need to **trust** each other too to make collaboration possible.

Within the field, there is a lot of **knowledge and expertise** that can be shared between the different parties and help **influence decisions and behaviour**, but finding and reaching each other is still a challenge. Having **an overview** and the **power or resources to reach others** is, therefore, a valuable asset. So is the **mandate to make decisions and referrals**, this mandate gives an organisation a strong position in the network.

Especially also for the safety institutions, this **authority and power to intervene** in the system and make **top-down decisions** is a powerful asset.

The family and their network can of course not be overlooked. For this group, it is important to have a safe space where they can focus on **"normal life"**. Youngsters are learning about their **own identity** and how they want to **express themselves**. Whilst growing up children constantly explore possibilities to **develop** themselves and shape their future. They need to have this **room to explore** and find what interests them as an individual while still being **part of a community** and being able to **connect to others** and **share experiences**. As concluded in the literature review, this ability to make their **own decisions** is also important when finding the right care- families want to be **respected and involved** in their care.

Looking at other initiatives, **building a bond for the future** and **creating mutual respect** also seem to be important assets. An example of this is the youth-firefighter organisation. In the youth fire department, youngster in Renkum (and other municipalities) are invited to come to the fire station to educate about the fire department. One of the reasons is to interest youngsters in a future as a firefighter (JBNL, n.d.). But besides that it is a **fun and exciting** platform **to get to know each other** and change the way the firefighters are **perceived**.

Giving children a voice is also a theme that comes forth in multiple initiatives. To help children cope with mental struggles during the lock-down Garage2020 has created the project RapMEe (Garage2020, n.d). In this project, children are challenged to create a rap and record their creating in a ME-van supported by professional producers and well-known bloggers. This idea stimulates *creative reflection* and offers children a platform to *share their stories, experiences and concerns*, while being *treated like professional*. This *need to share* and be heard can also be seen in the social media use and influencer culture under youngster. The project does not state this, but I suspect that one of the reasons to record the raps in an ME van was to create a *positive association* with law enforcement.

A different way in which *stories are an asset* can be seen in the initiative of theatre company BonteHond, that has been qualified as a location for youngsters to complete community service. In their service, the youngsters share their stories with the director. From their stories, a theatre production is created to *break taboos* around community services. This service is meant to force the youngsters to *show some vulnerability* while also giving them a *platform to show and develop their creative skills* (Kouters, V., 2021).

Examples of Initiatives for collaboration are the Politie-visie-diner organised by design studio Muzus and the project Mooi, Mooier, Middelland in Rotterdam.

In the politie visie diner the facilitators created a *fun and safe place* for different parties to *come together and share their opinions about collaboration*- a dinner. During this dinner, different exercises were done to uncover everyone's wishes and concerns to bring opinions together and make sure everyone felt involved and heard from the get-go. (Muzus, n.d.)

In the Mooi, Mooier, Middelland project the municipality and inhabitants of a neighbourhood in Rotterdam worked together to increase *wellbeing* in the neighbourhood. In this project, the citizens were *invited to share ideas* and come up with initiatives to *create a feeling of personal ownership* and *responsibility* for their neighbourhood. Through this feeling of ownership, it was hoped that the neighbourhoods would become more *self-regulating and self-steering*. In this project, youngsters were also *involved in an early stage to build the foundations for collaboration* in the future as well as give the youngster the chance to *develop themselves* and *connect to their community*. (Mooi, mooier, Middelland, n.d.)

Designing an intervention

Section V

Now that I have identified the values, needs and assets in the previous chapters, I move from analysis to synthesis. In this section of the report, I explain my understanding of the deeper factors that underlie the needs and motivation of the players in the field and the values that they have in common. In chapter 18 I use these underlying themes to create new ways of looking at the problem situation through metaphors. In the final chapter in this section, I propose a concept aimed to help the jeugdhulp system transition toward a collaborative and adaptive network.

17. Underlying themes

18. Exploring frames

19. A concept for intervention

17. Underlying themes

By clustering the values, needs and assets that have been uncovered in the previous chapter, I have sought an understanding of the deeper factors that underlie the needs and motivation of the players in the field and the values that they have in common. More information about the clustering phase can be found in Appendix 4- Steps in the frame creation brainstorm. I have combined these underlying factors and values into seven themes. Through the creation of these themes, I have gained a deeper understanding of the system that allows me to move towards the reframing of the problem situation, which is discussed in the next chapter. In this chapter, I offer an explanation of the seven themes that I created.

The power to make own decisions that lead to success

Autonomy, empowerment and trust are important themes in the jeugdhulp. The child act of 2015 calls to empower families and their personal networks to solve issues they might experience. Youngsters constantly need to make decisions about what they want and how they see their future, as do their families. But the literature review showed that when it comes to jeugdhulp the families often do not feel involved in the decisions about their care and that lack of information and long waiting lines lead to experiences of lack of control.

Care providers call for trust and autonomy to do their jobs well. From the interviews, I have learned that this trust and autonomy does not always come naturally. The municipality and the general practitioners struggle with this. The municipality on the one hand does not always agree with the referrals of the general practitioners and wants to limit the referrals into specialized care that the GPs make. The GPs on the other hand feel like the municipality is asking them to change and justify their decisions without receiving support or empowerment to do so, causing a lack of trust between the different parties.

Within the social team of the municipality, this feeling of constantly having to justify their behaviour is also present. Especially the consulenten and coaches experience that the justification of their decisions takes a lot of time and energy and that slow processes that are in place hinder them from looking outside the box and come up with new fitting solutions. Therefore the need for the power to make decisions, and receiving the trust that these decisions will lead to success, is a theme that is shared among all parties.

The space to do what feels good

Connecting to the first theme, the second theme concerns getting space to do what feels good. As I have explained in the first theme all parties need to feel empowered to make decisions, but besides that, to grow and innovate, the parties also need room for experimentation. Through the interviews, I learned that the consultants and other members of the social team want to change the way the jeugdhulp service works and have a lot of ideas about how change could be reached, but they do often do not receive the time, space and other investments needed to achieve the change.

From the interviews I also learned that, to be able to change, not only the social team but all experts in the network need room for safe experimentation in their work to learn new ways of working and adapt current processes.

Families and youngster growing up also need a safe space to try new things and grow from that experience. In daily life schools, sports and cultural organisations partly offer families this space. When it comes to care in the jeugdhulp the families can take control of their own care by submitting a personal plan or a request for a PGB allowing them to organise their own care themselves. However, the culture of referrals, slow processes and complexity of the entrance into care makes it hard for families to find the care that feels good to them. In the jeugdhulp the families do not have a lot of room to shift from one type of care to another if it turns out not to be a fit. As learned from the interviews, finding the right care can in some cases even take years.

Therefore I have drawn the conclusion that all parties need the space to do what they deem to be right. To be able to find new solutions, and adapt their way of working, to deliver the best care the experts in the network need time and space to experiment. The families also need the freedom and possibility to find care that feels right for them.

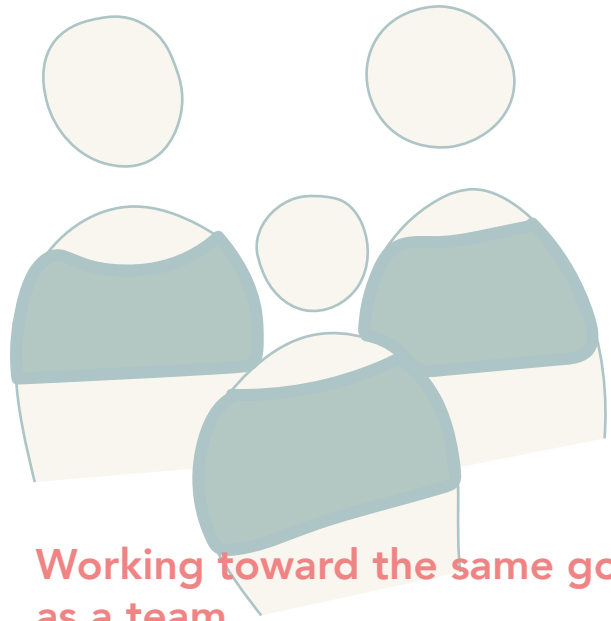
Having a clear own identity

Having an own identity and being able to express it is important for youngsters but also for organisation and networks of organisations. In the field exploration in the previous chapter, I have discussed how having an own identity and the ability to express it through creative outlets can inspire the sharing of stories, breaking off taboos and support youngster in voicing their experiences and opinions. When receiving care it is also important for the youngsters to be acknowledged for the person that they are and not just feel like a package that is sent around. In the literature review, I have seen that the youth need to experience that their caregivers have a profound understanding of their personal situation to enjoy a feeling of continuity and engagement in their care.

Besides the importance of youngsters having an acknowledged identity. Having a clear identity is also important for the organisations in the jeugdhulp. From both the literature review and the interviews I have concluded, that the different organisations in the network are not aware enough of each other's role and abilities. During the interviews, the general practitioner acknowledged that general practitioners in the municipality often refer to the specialized care organisation Kind & Meer because they lack an overview of other parties and possibilities.

Because there are more than 300 contracted specialized care providers in Renkum, there are market forces at play between these providers. From the interview with the psychologist, this became clear, during the interview the therapist acknowledged that it is important for them to present themselves and their work to the referrers- the general practitioners and the consultants- so that they would be able to refer towards their organisation. The psychologist also stated that it can be very hard to present themselves to the referrers, especially the consultants, because they are not always able to get in contact with them.

Having a clear identity and being able to share it with others is a base for connection and is needed in de jeugdhulp to offer the right care to the youngsters and making it possible for the network partners to find and understand each other.



Working toward the same goals as a team

This theme ties in with the ability to share. A feeling of connectedness and working as a team has come up multiple times in my research. It was named as one of the most important points for the innovation in jeugdhulp in the literature research and has been concluded as one of the building blocks for the creation of a vital network in chapter 12.

Offering integrated care through the collaboration of local organisations is one of the main goals for the decentralisation. Through interviews, I learned that the municipality of Renkum shares this goal and is working to connect network partners to each other and to the social team to increase their ability to offer light and fast care.

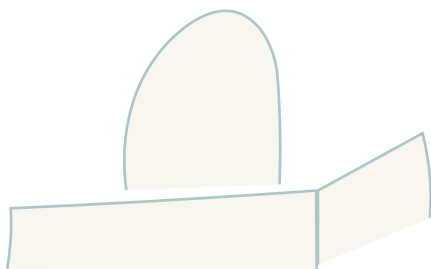
Interviews also thought me that the feeling of unity, connectedness and working as a team is not always apparent in the jeugdhulp system in Renkum. As I explained, there is a lack of trust between the general practitioners and the municipality which takes away from the feeling of connectedness. From the attended meetings I concluded that organisations often do not feel like they include each other enough in their work. Therefore they are not always aware of each others involvement in the care for their patient which prevents them from working together to offer the best care.

The ability to share

In chapter 12 I have concluded that the Jeugdhulp system in Renkum currently is in a state of isolation and that to be able to collaborate, parties need vital interactions to make them feel involved, proud and connected to the system. Through the interviews, I learned that most organisations within the jeugdhulp see the value of working together and sharing their experiences and knowledge, but that a structure of doing so is still lacking. I also concluded that some parties are hesitant to commit to long term investments of time and effort.

In the field exploration, I explained that the ability to share within a community is important for youngsters and that creating shared experiences such as the youth-firefighter organisation and the Rap-Me initiative helps build a bond of trust and respect between the youngsters and the other parties. From the Politie-visie-diner case was learned that a fun and safe place to share opinions stimulated collaboration between different parties.

Therefore the opportunity to share experiences, knowledge and successes is needed in de Jeugdhulp to stimulate collaboration and build trust and understanding between the different parties.



Reach and reachability

Reach and reachability are also concluded to be important themes in the jeugdhulp.

In the field exploration, I have concluded that it is important for the youngsters to be able to share their identity, experiences, concerns and creations within their personal network and have their stories reach and influence others. Within the Jeugdhulp reachability is also important for the youngsters and their families. In my research, I have learned that the families experience access into care as very complex and complicated and that, due to the culture of referrals and long waiting lines, it often takes very long for the families to receive the right care. Lack of information when searching for care makes it hard for the families to know who to reach out to. But besides the importance for the family, for the organisations, it is also important for the organisations that the families are able to find them because after all, they are their clients.

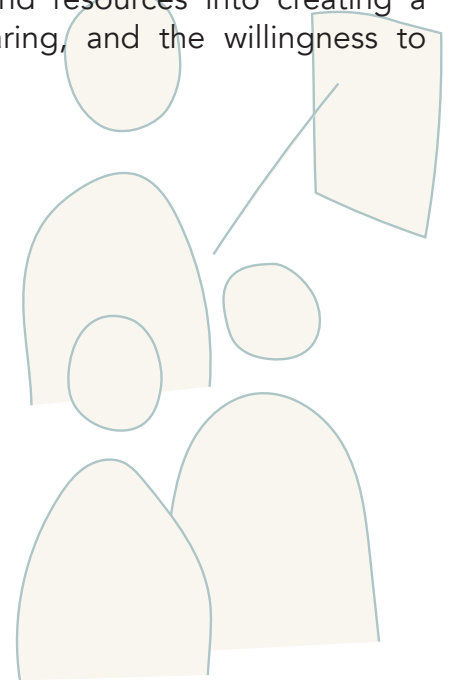
In my research, I have also seen how both having the power to reach and influence other parties and being reachable for others to come to you are important and sought after assets in the Jeugdhulp.

The municipality for example is working to optimize the services offered to the youth. Officially they are in a position to take the direction and influence other parties as they are responsible for setting up and financing the youth care. However, in practice, it has turned out that it is hard for them to actually enforce this influence to make changes in the system because they first have to build trusted bonds with their network partners in order to reach them in a way that could induce change.

Other parties in the network also struggle with reach and reachability. The psychologist that has been interviewed, complained about the reachability of the municipality due to a constant change of contacts and lack of time of the consulenten. From the attended meetings I learned that parties do not know when, how and whom to reach out to when they have questions or ideas. Lack of reachability has in the interviews been named as one of the reasons for the lack of collaboration.

Openness to learn from each other

Tying into the theme of reach and reachability is the need for openness to learn to each other. From my literature research, I concluded that the youngsters and families want to feel heard and feel personal ownership of their care. To achieve this it is important their caregivers have the time and means to actively listen and involve them in the process. Through the interviews, I concluded that even though the experts are very willing to listen to the families, the time pressure and processes that are in place sometimes prevents them from doing so. Similarly, to reach collaboration, the organisations within the jeugdhulp need to be open to learn from each other. I concluded that all parties see knowledge and expertise as valuable assets to trade and acknowledge that they could benefit from learning from others. However, to be able to do this the parties need to invest time and resources into creating a structure for sharing, and the willingness to invest still lacks.



18. Exploring frames

After having produced the themes I moved to the next step of the frame innovation method, exploring frames. Through brainstorming, I came up with multiple metaphors that were fitting with one or a combination of multiple themes. These metaphors offered me a different way of looking at the problem situation- a new frame. For each of these possible frames, I did a quick exploration of the future, looking at how it fits with the jeugdhulp system and exploring what could be learned from it if I were to adopt it. From all created frames I have chosen three frames to explore further: Going to an escape room, An open day at a higher education institute and A school playground.

I selected these three frames based on their perceived fit with the jeugdhulp system, the differences between the frames themselves to avoid overlap and how much inspiration the frames brought me. I then explored these frames more in the form of storytelling and created insights for potential intervention. An elaboration on these chosen frames can be found in Appendix 5- Elaboration on the chosen frames.

In this chapter, I explain how I used these frames to find inspiration for an intervention to stimulate collaboration in de jeugdhulp system in Renkum.

Going to an escape room

What if we would see the jeugdhulp as an escape room? We could see the different organisations as the players, the General Practitioner, Renkum voor Elkaar, the jeugdconsulenten and de social team of the municipality are all trying to “escape” together. They all operate in the same municipality, the room, and all work towards the same goal/escape, helping the family. But they all have different pieces of information. Sometimes the information that a party has is enough to provide the care the family needs, they can solve the puzzle! But in other situations, the party might not have all information. This doesn't mean that this party will not be able to support the family- just like in the escape room you can keep trying and finding clues on your own, you can even try entering random codes into the locks until it opens- but it would be a lot faster and more effective if the parties communicated all the information they have to each other.

Just as in the escape room the in the jeugdhulp most parties operate under time pressure, the GP has 10 minutes to do his/her work and the jeugdconsulenten and coaches are under a pressure to reduce the waiting lines. All parties understand how the problems can get worse over time and want to address the situation in the earliest phase possible they are all racing against the clock.

So what is the difference between an escape room and working in the jeugdhulp? And why are the players in the escape room more willing and able to collaborate than the parties in the youth care system?

Firstly, in the escape room, there is a clear framework to operate in, a time and a space that everyone is aware of and the goal is simple: Escape the area before the clock runs out. People might have personal goals as well-

having fun, solving as many puzzles as possible, showing off certain skills- but they cannot be put these goals before the common goal because that would mean failure. In the jeugdhulp system, the goals of the organisations do sometimes get in the way of the bigger, shared goal. As was seen from the interviews, the parties all work from their own vision but lack a shared direction.

Other differences are the shared successes and the ability to see each other at work. In an escape room, there are lots of quick feedback mechanisms that show success. These shared successes cause a rush of energy and helps with the team spirit. In the escape room, the players can see each other in action, which helps them learn about and appreciate each other's skills as well as in finding connections between their abilities. In the jeugdhulp the different organisations have trouble stepping off of their own island and they lack the overview and understanding of each other which makes them unable to connect to each other.

A third interesting difference is the way of communicating. In an escape room, the players are challenged to think creatively and try new things, also in communication. If a player is unable to reach their co-players- because they are locked in a different area- but they have information they think their co-players might need to get out of their "enclosure", they will creatively look at all the tools they have. What if they could use this remote-controlled car to reach them? Within the jeugdhulp system, this creativity has gotten less, if people can not be reached that is experienced as frustrating but instead of finding new ways to communicate, ways to avoid the communication are found.

So from using this frame, I learned that to enhance collaboration in the jeugdhulp, possible element to look at are:

- **The creation of a shared location and goals**
- **Enabling creative forms of feedback and the celebration of successes**
- **Enabling parties to see each other at work**
- **Enabling new and creative ways of communication**

Open day at a higher education institute

What if we compare finding the right jeugdhulp to finding a high education programme?

We could see the complete jeugdhulp network as an education institute and the organisations in the system as the different faculties or education programs. Just like the different programs, the different organisations all have distinct things they can offer the families and also all have different conditions that the families need to meet. Just like when finding a higher education, when looking for help, there are many options and it is important for both the family and the organisation to find the right fit.

So what are the differences in finding a fitting higher education and finding the right support within the Jeugdhulp? And how does the education institute communicate and enable new students to find a study that is fitting their needs?

First of all, the education institutions all seem to have a clear way of presenting themselves and also have a clear profile of what they offer and expect from their (new) students. During the open day, the education programs all have a platform through which they can communicate with the new students to explain what they do, how they do it and share their success stories. Often there are students present that have already followed the program who can share their experiences.

From the literature review and the interviews was learned that access into help is often perceived as very complex by the families. An overview of the different parties in the jeugdhulp and their role is lacking, making it hard for the families to find out when they should take their request to which organisation and what they could do for them. This lack of overview also causes trouble

in the collaboration between the organisations as, just like the families, they are not aware enough of each others role and there are no clear boundaries or requirements for what type of cases the different organisations can take.

A second interesting element that an open day is successful in, is building bonds for the future without asking for a commitment. The open days are open for everyone, parents and high-schoolers can go to as many of them as they like without any commitments, its an investment for the future that the institutions make, to build a bond with potential students. As seen from the interviews, between parties in de jeugdhulp it is often the commitment of making long term investments that hinders collaboration. Since it has been concluded that most parties do see the value of collaboration, I believe that if they would have the opportunity to build connections to each other and build relationships for the future with relatively low investments and commitment, they would be happy to do so.

So using this frame I have learned that the jeugdhulp could benefit from:

- *Clarity of identity, boundaries, offer, expectations of organisations and a platform where they can present it*
- *A platform for sharing experiences and success stories*
- *A framework that allows organisations to connect to each other, ask questions and create relationships for the future without having to invest a lot*

A school playground

What if we would see the different organisations in de jeugdhulp as children on a school playground?

During their recess, the children can choose what to play and whom to play with, they could choose to stick to the games they know and play only with their friends. But the interesting thing about a playground is the learning and experimenting that takes place when the hierarchies blend. Children often learn from copying others and then adapting what they learn to fit themselves. When they are exposed to new information, like seeing others play a game they do not know yet, they become eager to learn. On the playground groups of friends can merge together and split up again for each game that is played. In de jeugdhulp, this willingness and ability to find network partners and learn from each other seems less apparent, so how come the children on the playground are able to fluidly work together and learn from each other while the organisations in the jeugdhulp are struggling with this?

First of all, for the children finding each other is easy, they are all at the same place at the same time. Because of this, the children are able to see each other play, which inspires them to learn from each other. If they see something that looks fun or cool they can repeat what the other is doing and try it together.

The playground is also a safe place to experiment, the children challenge and inspire each other to try new things and together take newly learned skills/games and experiment with them to make them their own.

Of course, the children get to learn from each other while playing and can try new things out easily as they don't have responsibilities like the youth care workers do, so another interesting difference is the gamification of collaboration. Using this frame, I learned that to inspire collaboration and learning the jeugdhulp, possible element to consider are:

- *Creating the possibility to see someone- network partners- in action*
- *Creating room for shared experiences*
- *Creating a safe space for experimentation*
- *Gamification*

19. A concept for intervention

Now that I looked at the problem situation through three different frames and have identified elements that can be learned from these frames, it is time to design an intervention that will support the jeugdhulp in Renkum to move out of the state of isolation they are currently in.

Looking at the insights I have gathered from the three different frames I brainstormed interventions that would create room for the network partners in the jeugdhulp to communicate and interact in creative ways, see each other in action, share experiences, would allow them to present themselves to others, have the opportunity to build relations without a lot of investment or all of the above.

Although all frames were used to draw inspiration from and find directions for solutions, one frame proved to be especially inspiring to me, looking at the jeugdhulp as if it were an open day at a higher education institute. This frame got me thinking.. *the open day organised by the education institute offers each program/faculty a platform to share their own story in their own way and connect to the students as they see fit. The students visit the different faculties/programs and take part in lectures, workshops and tours to get to know each of them and get a feeling of what it would be like if they would study there.*

So what if I could create a framework where the network partners in the jeugdhulp have a platform to both share their story with each other and gain an understanding of others?

I explored this idea further and created the concept "wij zijn de Jeugdhulp event".

Wij zijn de Jeugdhulp - concept

*An event by the network partners
partners*

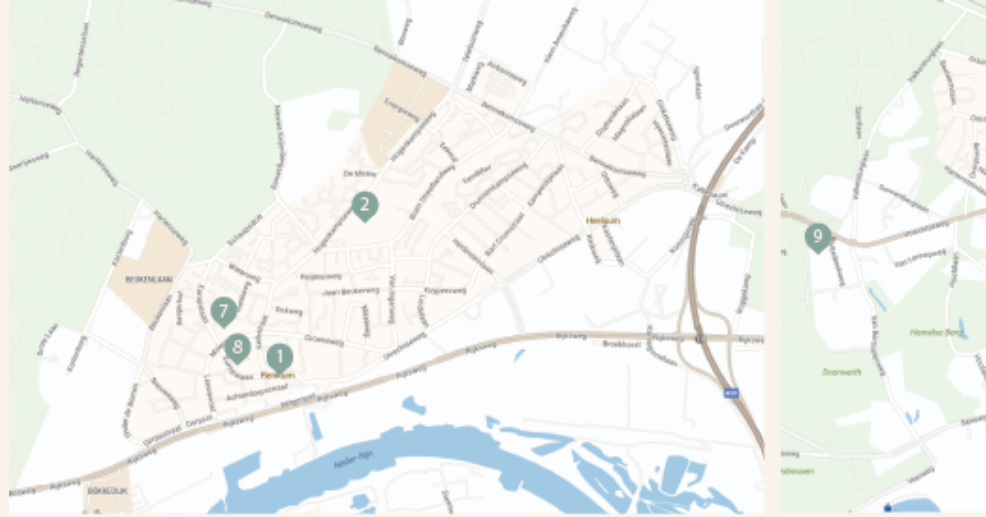
A day where network partners and their islands to join each other for "a day where network partners and their islands to join each other for into each other's workspace" and an array of activities and workshops to know each other and experience and build bonds for the future

During the event, the network partners open their doors for each other and have to share their role, experiences, needs and learn from each other and get to know all of the network partners with them, are the jeugdhulp in

Through the organisation of different workshops, the network partners can see each other in action and learn about each other's strengths and inspire each other

Figure 23 and 24 depict possible tours and activities for the event. In the next chapter, this concept will be detailed

hulp event



ers for the network

re invited to step off
a fun day of "peeking
and partaking in an
ps aimed at getting
menting together to

partners open their
the ability to present
nd concerns to each
parties that together
Renkum.

fferent activities and
ers get to see each
each other's abilities
other.

nd an exploratory program
concept is explained in more



above **Figure 23** Example of tours during the jeudghulp event
below **Figure 24** Example of program during the jeudghulp event

<p style="text-align: center;">Gluren bij de buren</p> <p style="text-align: center;">Loop lekker binnen!</p> <p>10.00-14.00</p> <p>Loop binnen! Kom een kijkje nemen bij de verschillende kantoren en werkplekken en leer hoe jouw collega's te werk gaan. De deelnemende partijen zijn te vinden op de kaart.</p> <p style="text-align: center;">Rondleidingen</p> <p>10.30 Rondleiding bij Pluryn Utrechtseweg 316 Oosterbeek</p> <p>11.00 en 12.00 Rondleiding op het Gemeentehuis Generaal Urquhartlaan 4 Oosterbeek</p> <p>13.00 Rondleiding bij kind & meer Steijnweg 24 Oosterbeek</p> <p>17.00 Rondleiding bij School de Brouwerij Stationsweg 49 Oosterbeek</p>	<p style="text-align: center;">Maak het mee!</p> <p>10.00 -11.00 Sport mee</p> <p>Werk je in het zweet! Ben jij klaar om je van je sportieve kant te laten zien? Het sport en beweeg team daagt je uit. Ohja neem sportschoenen mee! Hogenkampseweg 45 Renkum</p> <p>12.00 -12.30 Huisarts voor een dag</p> <p>Ben je altijd al benieuwd geweest hoe een huisarts zijn werk doet? Kan jij in korte tijd snellen beslissingen maken? Kom erachter in het rollenspel, huisarts voor een dag. Europalaan 86 Renkum</p> <p>13.00 - 14.00 TikTik workshop</p> <p>Benieuwd wat voor activiteiten wij organiseren voor de jeugd? Kom het ervaren en laat jou tik-tok kunsten zien. Europalaan 11 Renkum</p> <p>10.00-14.00 Software presentatie</p> <p>Leer waarom deze software jouw kan helpen en hoe je hem kan gebruiken. Europalaan 11 Renkum</p>	<p style="text-align: center;">Laat je hersen en stem</p> <p>10.00 -11.00 H</p> <p>Hoe kunnen we partijen verbinden? Hoe zorgeloos op elkaar aansluiten ideeën horen in de h verder?"</p> <p>12.00 -13.30 So</p> <p>Social media, een geve Wat zeggen de trends het om goede contact mee in deze workshop</p> <p>14.00 - 15.30 Sar</p> <p>Samen maken we de t Wat zijn nou eigenlijk jeudghulp, waar kunnen boeken? Hoe kunnen</p> <p>16.00 - 17.30 Inz</p> <p>Hoe zetten we nu dwa we dit verrenderen, la</p>
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The “Wij zijn de Jeugdhulp” event

Section VI

In this section of the report, I describe my concept in further detail, explaining how the jeugdhulp event can support the transition of the jeugdhulp out of a state of isolation, to a future where the network partners actively work together, share knowledge, create novelty and have the ability to grow together. I propose the value the organisation of the event brings to the different parties and define conditions for success. Furthermore, I explain the integration of my concept into the current, and future activities of the municipality. In the final chapters of this section, I present the outcomes from validating my concept with different stakeholders and recommendations for the optimisation of the concept.

- 20.** A jeugdhulp event to improve collaboration
- 21.** Value proposition
- 22.** Conditions to guarantee success
- 23.** The organisation of the event
- 24.** Validation with stakeholders
- 25.** Recommendations

20. A jeugdhulp event to improve collaboration

In chapter 12 I have concluded that the jeugdhulp in Renkum currently is in a state of isolation where a lot of parties work toward the same goal, but only do so from their own island. Because the experts only look at the families request for help through their own expertise and from within the boundaries of responsibility they have created themselves, a culture of endless referrals has arisen.

I have learned that all parties see the value in collaboration and sharing knowledge, but that there are different elements hindering the collaboration from happening.

Some parties- like schools -do not feel connected in the jeugdhulp, parties such as the general practitioners are hesitant to invest in the collaboration as they are not convinced it will benefit them enough, but most parties seem willing to collaborate but lack an overview and understanding of each other as well as a structure to do so.

I have also concluded that until now leadership and a shared vision or direction have been missing in the jeugdhulp. Currently, the municipality is working hard to take this role and connect the network partners to each other, but there seems to be a lack of trust in them and their ability to look beyond their own needs. This lack of trust and commitment from other parties makes it hard for the municipality to take a leadership role and enforce change. Because everyone has been working from their own islands and because of the time pressure and outdated processes in the system seems to have become stuck and unable to innovate or adapt to the constant changing needs of the families.

Therefore the “wij zijn de jeugdhulp” event is aimed to support the transition of the system out of a state of isolation, to a future where the network partners actively work together, share knowledge, create novelty and have the ability to grow together.

To enable this transition, the jeugdhulp event is designed to create change on three levels:

- 1. Supporting the municipality to take Leadership**
- 2. Supporting network partners take ownership of relations**
- 3. Creating room for experimentation and innovation**

1. Supporting the municipality to take leadership

Wielinga (2001) stated how leadership plays a big role in the creation of vital interaction patterns in a system by offering the network partners new perspectives and creating room for interaction. From the analysis in chapter 12 I have concluded that until now leadership has been lacking in the jeugdhulp system in Renkum and how this lack of leadership and the missing of a shared vision, goals and direction has contributed to the origination of the state of isolation the system is in.

Due to their responsibilities, politics and financially based decisions, the municipality has not always been able to look beyond their own goals and cater to the need of their network partners for the good of the system as a collective. Currently, the social team feels like they are in a place where they can start taking a more facilitating and leading role in the collaboration and are currently actively working on doing through the project dorpsgericht werken. To set up collaboration, the municipality pleads for the commitment of their network partners, however, due to a lack of trust, some parties, like the

general practitioners, are hesitant to make this commitment and invest in their bond with the municipality. These parties feel the municipality has left them for a closed-door in the past or believe the municipality has only been focused on reaching their own goals.

For the municipality to be able to create the change and impact they are aiming for, they will first need to regain the trust of their network partners.

Therefore supporting the municipality in taking this facilitating leadership role is one of the goals of the "wij zijn de jeugdhulp" event.

The organisation of an event to support the municipality to take leadership, as schematically depicted in figure 25.

Through the organisation of the jeugdhulp event, the municipality has a way to brand itself as a facilitator. By organising an event that benefits all network partners and offering them a platform to present themselves and voice their experiences and concerns, the municipality shows that they see and value

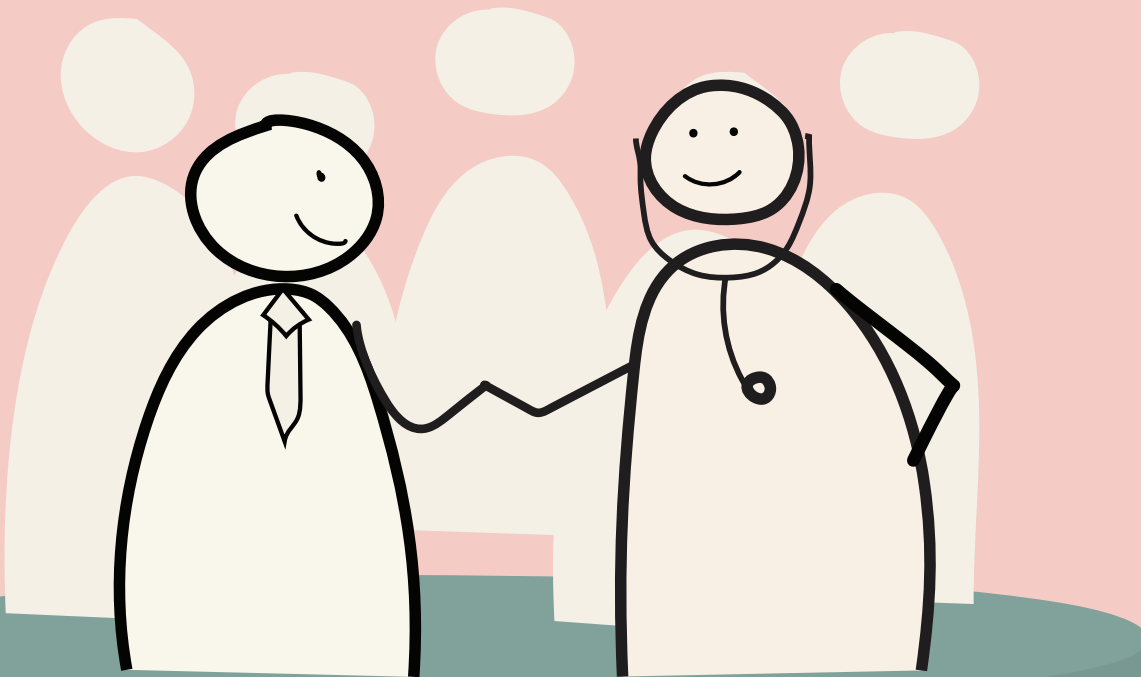


Figure 25. *The municipality is empowered to take a facilitating leadership role*

their network partners and that they want to learn from them.

By holding on to the responsibilities of organising the event themselves but inviting the network partners to play a part in the organisation- eg. deliver input, host an activity, give a tour or just participate on the day itself- the municipality shows that they actively listen to their network partners and value their input. This way the involving the network partners in the organisation of the event offers the municipality a new way to way of connecting and building a base for collaboration with their network partners, as the level of investment and commitment is up to the partners themselves. So if the network partners are hesitant about investing in collaboration they could just come and take a look on the event day and join in on a tour. But if they are willing to collaborate and get involved, they have the opportunity to collaborate with the municipality in the organisation of a program item.

Through the organisation of the event, the social team also has a new way to get in contact with network partners that were not yet on their radar. By asking all network partners who else might like to be involved in the event, they will be able to get in contact with new people and even get a better overview of their partners. Organising the event also gives the social team an overview of which parties are very ready for collaboration and which parties might need more convincing, which is useful information for all projects that concern collaboration.

And finally, the event is also the perfect place for the municipality to present and spark a conversation about their ideas and visions as well as a perfect place to find and create shared goals- for example through a workshop- and celebrate successes to enhance the pride and energy in the system.

Therefore the organisation of the jeugdhulp event will help the municipality:

- **brand themselves as a facilitator**
- **build an overview of the roles of their network partners**
- **build trust and relationships with their network partners**
- **share ideas and create common ground.**

Through these activities, the municipality will (re)gain the trust of their network partners in their leadership, which allows them to use their leadership role to create change and impact in other projects as well.

2. Supporting network partners take ownership of relations

In chapter 12 I discussed the four phases of collaboration a stakeholder has to move through to take ownership of the relationships in a system according to Wielinga (2001).

I have concluded that in the jeugdhulp system in Renkum, a distinction can be seen between parties moving through these different phases. To empower as many network partners as possible to take ownership of their relationships in the system, the event is designed to guide the partners through each of these four phases of collaboration, as depicted in figure 26.

Inclusion

The first phase Wielinga (2001) explains is inclusion. In this phase, the parties have to decide if interaction with the network will be worth their troubles.

I have concluded that most parties have expressed out to see the value of collaboration and want to connect to their network partners, however, there are also two types of network partners that do not seem to be convinced yet. First of all, I have seen that, some parties, who are officially part of the jeugdhulp and are needed to provide the best care, are not convinced of the role they are expected to play by others-like the schools. So before these parties can play an active part in the collaboration they will first need to acknowledge they are a part of the system.

A second group that still needs to acknowledge their inclusion, are the general practitioners and other parties who are hesitant to invest in collaboration. As the general practitioner stated, they feel like they have already invested a lot of time and knowledge into collaboration with the municipality without getting anything in return. These parties therefore will first need to be convinced of the value of the interaction with their network partners.

The jeugdhulp event, therefore, needs to guide these network partners to accept their inclusion in the system and convince them that the interaction is worth the troubles. This is done in a few ways:

- First of all the branding of the event is centred around creating a feeling of pride and unity. By really focusing the event on bringing network partners together and inclusion, a feeling of unity is provoked. Branding and the use of language to promote the event also play a part in the creation of the feeling of unity. The event is meant to show that all organisations play an important role in the jeugdhulp and together, everyone works towards the same goal. The branding and language used in the promotion of the event should therefore be focussed on making clear that "we are all part of the jeugdhulp" therefore the name "Wij zijn de jeugdhulp dag" has been chosen.
- Secondly though the involvement of the network partners in the organisation. By inviting the network partners to play an active role in the organisation of the event the feeling is conveyed that they are valued and important and it gives the parties the opportunity to put their own spin on the event to make sure it fits with their interests and needs.
- Thirdly the parties can choose how much they want to invest in the event. So if they are hesitant to invest time and resources in being a part of the organisation, they can still reap the benefits of the event by just partaking in activities that seem the most interesting or fun to them during the event. This way they can still be a part of the event without having to invest in it upfront.

Control

The second phase Wielinga (2001) describes is control, in this phase, the stakeholders need to find a balance between their autonomy and expectations of the collective. This has been concluded as the phase where many partners become stuck as they lack an overview of their network partners and the role they play in the system. As Wielinga (2001) and Vink et al. (2019) state to move to a collaborative network, the network partners need to learn to understand each other's points of view. Through the interviews, I concluded that this is something parties in the jeugdhulp system often struggle with. Therefore the event should guide the network partners, to meet each other, learn to understand each other's roles and viewpoints and also present their own. To guide the network partners through this phase the event has multiple functions

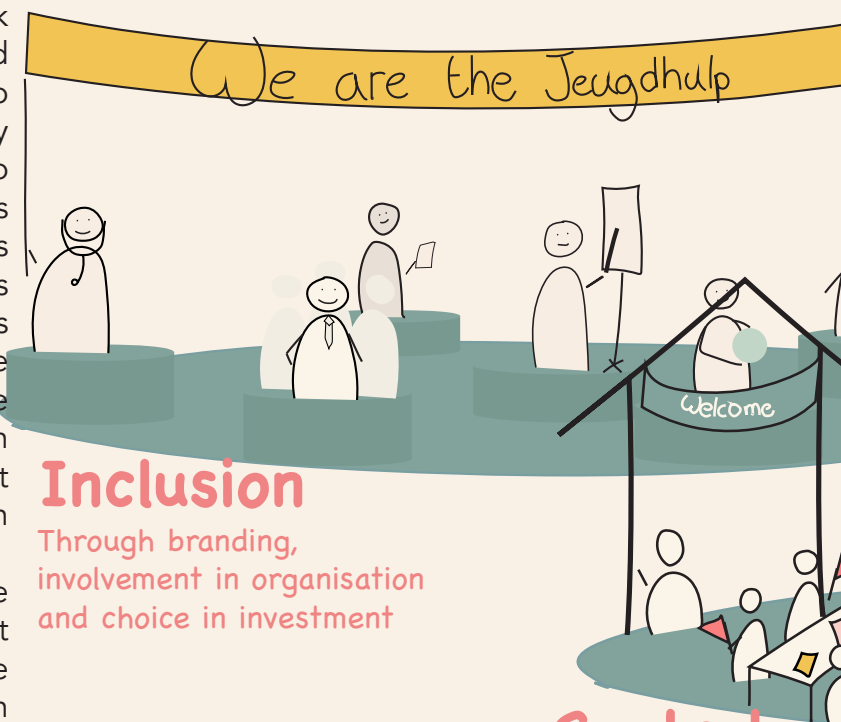
1. First of all the event brings the network partners together at the same place at the same time. This way the first personal contact can be made.
2. Secondly, the event empowers the network partners to step off their own islands and actively visit and listen to each other to broaden their horizon. This is done by inviting the network partners to open up their practices and offices to each other, as well as through presentations and activities like role-play sessions or workshops purposed to let the network partners experience each other's roles in the network. Through these presentations, the parties can learn from and challenge each other's ideas. This will help them to see that their differences are opportunities to learn and will spark an interest in collaboration.
3. Third of all, because the event offers the network partners a platform to present themselves in a way they see fit, they are able to express their autonomy and explain their role to others. Visiting these activities (eg. presentations, tours, workshops, etc.) hosted by others also helps the network partners in creating an overview and understanding, of all parties involved in the jeugdhulp, which makes them able to find the connection between their own perceived role and that of their partners.

Hierarchy and affection.

For the network partners to move to a state of affection- where they take ownership of their relationships with each other and invest energy to create and maintain structures for interaction- the network partners have to accept their role in the collective as well as that of others.

These phases will not simply be reached through the organisation of one event where the network partners can spend time together. To really find the connection between the different parties and learn to coordinate with each other, room for continued interaction is needed. To ensure this continuation of interaction, the jeugdhulp event will be part of four annual jeugdhulp meetings. The event will be the first meeting and will be followed by three meetings in which all network partners are invited to come together and continue the conversation on collaboration and innovation in the jeugdhulp.

By allowing the network partners to deliver



Inclusion

Through branding, involvement in organisation and choice in investment

Control

By making first contact, stepping of island and up to each other and finding connections

input for these meetings, there is room for them to point out struggles, new themes and other interest, which ensures the relevance of the meetings for the partners.

Because of their involvement in the organisation of the event and input for the follow-up meetings, the network partners have the ability to shape the events to their interest. Which allows the events to grow with and adapt to the system as it transitions.

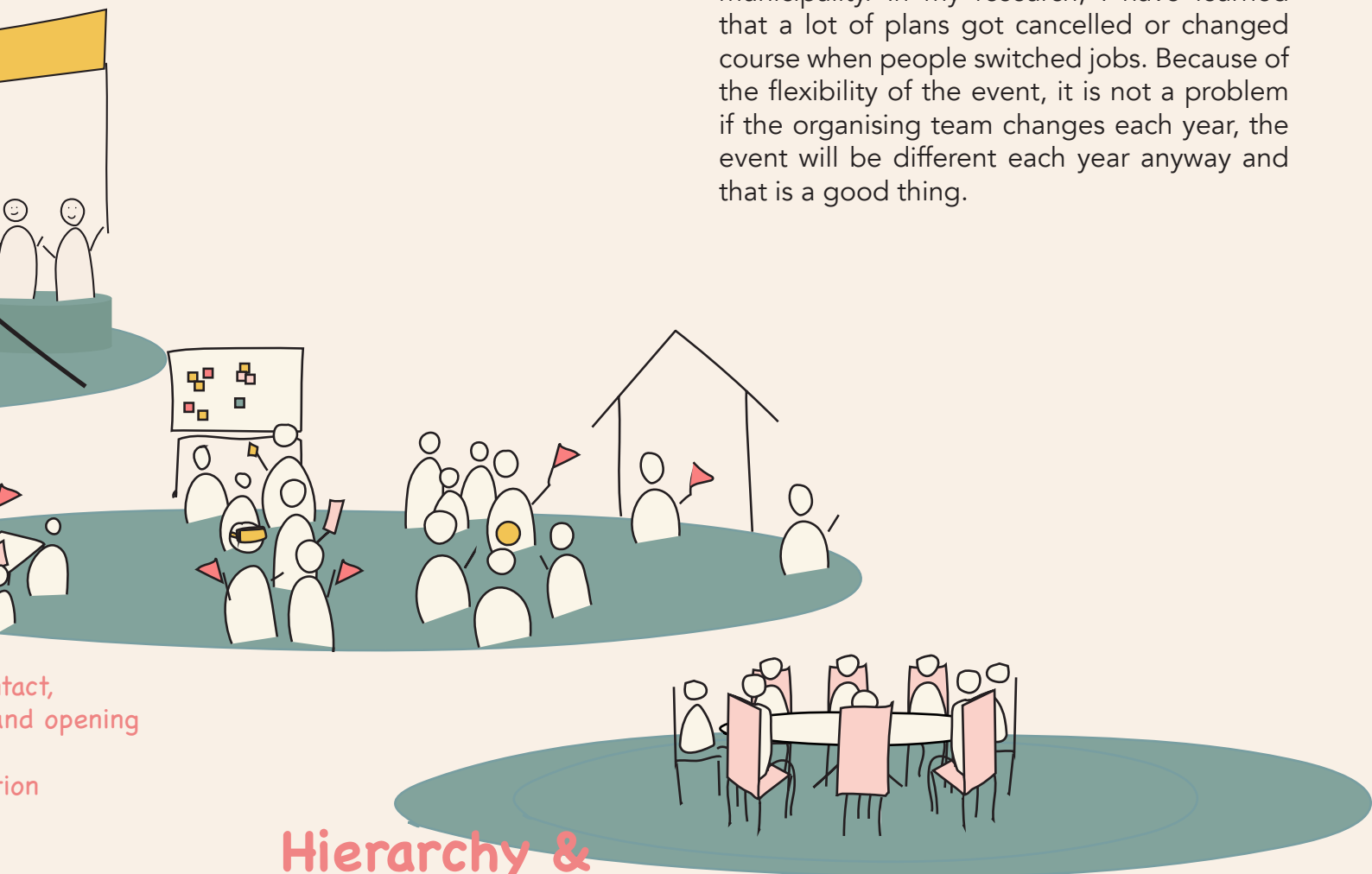
Through this continuation of interaction, the network partners will learn to understand their partner's roles and the connection to their own role better and better. This way the network partners are guided to find connection and acceptance in their roles.

Because they have now experienced the value the interactions with their partners bring them, they are more inclined to take ownership of their relations and actively invest time and energy in the maintenance of structures that allow this interaction.

When the network partners take ownership of their relationships in the system the municipality will not have to play such an active role in the creation of the structure for and encouragement of collaboration.

The adaptability of the framework also means that it can easily be scaled by the social team depending on investment and the number of parties that are interested to partake.

The event is also easily adaptable to a theme, for example as I am writing this thesis depression and anxiety amongst youngsters is very apparent due to the Covid enforced Lockdown, if the event would be organised right now, letting evolve around this theme might be very interesting for all network partners. Implementing a theme can easily be done by focussing the presentations and workshops on this subject and speak about the different experiences surrounding this subject. This flexibility and adaptability also play into the problem of people switching jobs in the municipality. In my research, I have learned that a lot of plans got cancelled or changed course when people switched jobs. Because of the flexibility of the event, it is not a problem if the organising team changes each year, the event will be different each year anyway and that is a good thing.



contact,
and opening

ion

Hierarchy & affection

Through continued collaboration

Figure 26 The events guide the network partners through the phases of inclusion, control and hierarchy and affection

3. Create room for experimenting and innovating

I have concluded that because of the high work pressure and sensitivity of the work in de jeugdhulp, the network partners often stick to the processes that they know and do not have the opportunity to experiment and try new things very often, especially not in collaboration with their network partners. In chapter 12 I have explained that Wielinga (2001), Birney (2014), and van der Bijl Brouwer and Malcolm(2020) state that interactions between actors in a network create knowledge, energy and growth and that creating safe space for the actors to conduct experiments network partners can learn and adapt together.

The jeugdhulp event is a great moment for the

network partners to experiment and innovate together, as schematically depicted in figure 27. Creating room for experimentation during the event can be done in different ways for example through workshops, hackathons, debates and showcases focussed on current problems or new innovations. By showcasing new types of technology other innovations in the jeugdhulp and creating space to work with these innovations together, parties will be inspired to try new thing and innovate together. Experimenting can also be very fun and simple, for example handing multiple experts could be handed a walkie talkie, to see how a small thing like that sparks conversation and created energy

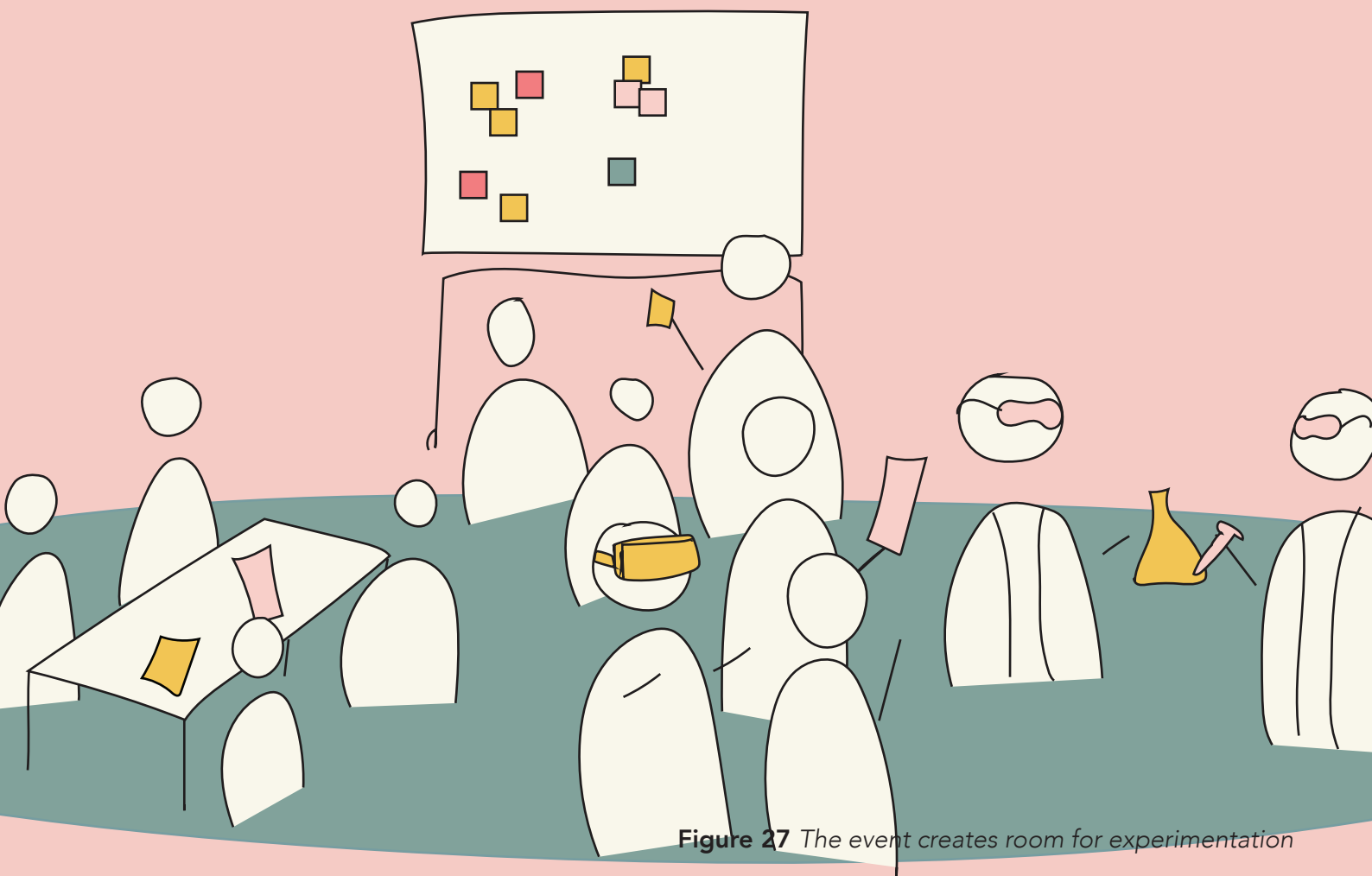


Figure 27 The event creates room for experimentation

21. Value proposition

The organisation of the jeugdhulp event can bring the parties in the system value in different ways

For the municipality:

As discussed in the previous chapter, the act of organising the jeugdhulp event brings value to the municipality in multiple ways.

- The organisation allows them to take on the role of facilitator to help regain the trust of their network partners where necessary.
- The organisation provides the municipality with a new manner to connect and collaborate with their network partners, get a better overview of the network structures in the system and build a base for collaboration.
- The event offers the municipality an easily adaptable and scalable framework to enhance connection, interaction and experimentation over the course of years.
- Because the events are designed to help the network partners take ownership of the relationships in the system the involvement of the municipality needed to create the structures for collaboration will become less over the years.
- Through the event collaboration and adaptiveness is stimulated in the jeugdhulp, making it possible for the partners to deliver fast and fitting support to the families, ultimately cutting back costs of expensive specialized care.

For the network partners

- The organisation of the jeugdhulp event shows the network partners that they are valued and important
- The organisation of the jeugdhulp event offers the network partners an easy and fun way to meet each other and start building a basis for collaboration while investing as much time and resources as they feel comfortable with.
- The jeugdhulp event allows the network partners to present themselves and voice their experiences and concerns
- The events helps the network partners in gaining an overview and understanding of their network partners
- The event provides the organisations with a safe space to experiment together.
- Ultimately, through collaboration, the network partners can optimise their services and will be able to deliver faster and more fitting help to the families

For families:

Even though the families are not directly involved in the Jeugdhulp event, in the long run, the effect of the event will still create value for the families in de jeugdhulp. When the organisations in the system are more aware of each other and how they connect, they are better capable to find and organise the best fitting care for the families. This integral care provision makes that the families will be able to receive care faster and more fitting to their needs.

22. Conditions to guarantee success

As explained before, the jeugdhulp event offers a flexible and adaptable framework to encourage connection, interaction and experimentation in the jeugdhulp. This adaptability makes that the event can grow with the network and it's needs as it allows network partners to give their own spin on it. This flexibility is seen as a strength of the event, however, to guarantee the success of the event, the organisation has to meet some conditions:

- Embracing the role of facilitator
- Involving the network partners in the organisation
- Focus on creating a feeling of unity
- Empower the partners to step of their island
- Creating room for experimentation
- Creating a follow-up structure
- Making it fun!

Embracing the role of facilitator

Even though the municipality officially has the role of leader in the jeugdhulp, in chapter 10 I have concluded that in the past they have struggled with looking beyond their own needs. Through the organisation of this event, the municipality is enabled to take the role of facilitator and also showcase that they value their network partners. To do so, the municipality needs to fully embrace the role of facilitator. This means that they will have to take responsibility for the organisation of the event and focus on the value the event will bring their network partners. Active listening to the network partners feedback of the event is an important part of this facilitating role. The event is in place for the network partners and their feedback and input should be taken into account as much as possible.



Involving the network partners

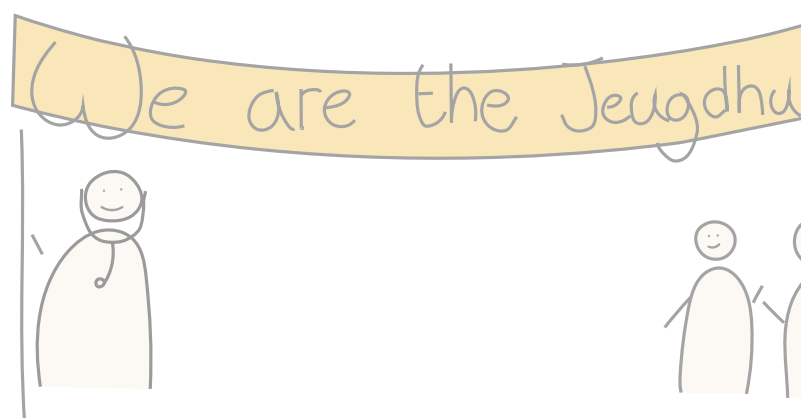
One of the most important elements of the jeugdhulp event is the involvement of the network partners in the organisation of the event. To create a feeling of unity and to make sure the event grows with the system, the network partners should be involved in the organisation. This involvement allows the network partners to shape the event towards their own needs and interest.

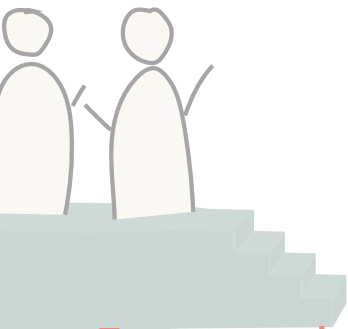
Each network partners should be allowed to be as invested in the organisation as they would like. Different types of involvement include: hosting an activity, delivering input for an activity, offering resources for an activity or just participating on the event day itself.

Not all parties will be reached for the organisation of the event, but the goal should be to invite as many network partners as possible to partake during the event day.

Focus on creating a feeling of unity

As explained in chapter 20, within the organisation of the events a focus should lie on the creation of a feeling of unity within the system. Therefore the language that is used while organising and promoting the event should focus on a feeling of inclusivity and welcomeness. The involvement of the partners in the organisation of the event will also help create this feeling of unity.



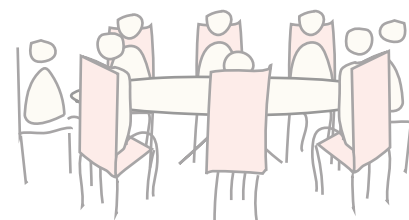
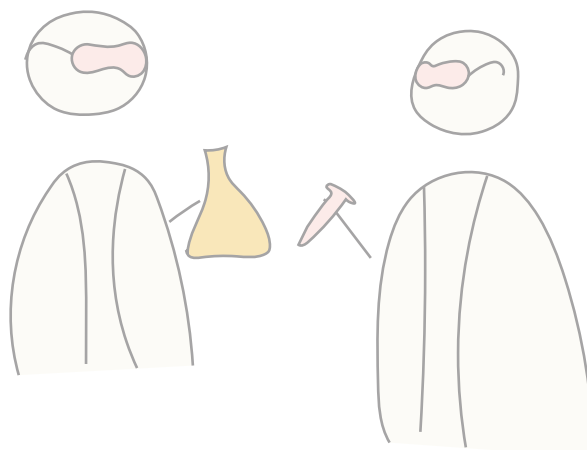


Empower the network partners to step off their island

Helping the network partners step off their islands is one of the key elements of the jeugdhulp event. To allow the network partners to do this both physically and mentally, activities should be organised in different locations throughout the municipality so that the network partners get an understanding of the actual working space. By allowing the partners to present themselves to each other and through workshops and activities, the parties are exposed to each other's visions of truth which will help them understand each other better and help them find connections.

Creating space for experimentation

One of the goals of the Jeugdhulp event is to create room for experimentation. Therefore the activities focussed on experimentation and innovation need to be organised. Activities to support experimentation could include hackathons on current problems, workshops about innovations or changes in the jeugdhulp and showcases in which new technologies or tools can be experimented with. It is also a great time to try the things people normally do not have time for, such as trying out new digital platforms together or experimenting with different forms of communication such as walkie talkies, pagers, written letters or facebook nudges.



Follow up structure

The event in itself is useful to create interaction and connection between partners, but one event on its own won't make a long term difference. To guide the network partners through the phases of hierarchy to a phase of affection as explained in chapter 20 it is needed to create a continuous and clear structure for collaboration. This can be done by organising three follow up meetings throughout the year in which the network partners come together to discuss themes that came up during the event and their work throughout the rest of the year. The setting up of this structure will be further discussed in chapter 23.

By repeating this framework of events annually, collaboration and shared learning will become embedded in the jeugdhulp.

Making it fun!

There are enough meetings and event where people sit and listen to each other so make this event fun! The event should create energy, not drain it, so together with the network partners, explore creative ways to interact, and have fun with it! Do not be afraid to get silly, the event is meant to create a bond and that is best done with a smile on the face.

23. The organisation of the event

I have concluded that the organisation of the jeugdhulp event is not only a means to stimulate collaboration and experimentation in the jeugdhulp, but also a tool for the social team to build connections with their network partners and regain their partners trust in their leadership. For the events to take place an investment of time, money and man-hours are needed from the social team. To assure the ability and willingness of the municipality to make the needed investments, the organising of the event needs to tie in with the current and future activities and goals of the municipality. To guarantee this fit, the organisation of the structure of events should be implemented in a project that the municipality is currently working on: Dorpsgericht werken.

In this chapter, I draw on information that I have personally received from the project leader of the Dorpsgericht werken, in this chapter I will indicate this information as: plan dgw.

Dorpsgericht werken

Dorpsgericht werken (dgw) is a project that is aimed to enhance collaboration between network partners in the municipality and create structures for communication and collaboration. This collaboration is expected to stimulate the use of light and early care and therefore decrease the use of expensive specialized care (plan dgw). This project, that has started in June 2020, is part of the long term vision of the municipality. In their vision the municipality aims to optimize the use of the citizen's own network and preliminary services, to avoid escalation of problems and offer help and support in an earlier stage. (kadernota 2019 (2019))

Within the project dorpsgericht werken the focus is set on creating village teams (dorps teams). As these teams work in a small area

of the municipalities, they are intended to that have a clear overview of the state of events in these villages and the ability to quickly play into that. In the project dgw it has been chosen to divide the municipality into three village areas in which teams are formed: Renkum/Heelsum, Doorwerth/Heveadorp and Oosterbeek.

Currently, this project is focused on the following activities (plan dgw):

- Assigning a team of consulenten and coaches to each village. This team will have a connecting role, will set up a structure for meetings and will work on creating an overview of the network partners and preliminary services within this village area.
- The organisation of municipality wide meetings for both the jeugdhulp and WMO
- Creating an overview of all network partners and how they experience the collaboration
- Creating a flow chart that will help support professionals in jeugdhulp and WMO to quickly and clearly see where they can refer patients to based on the client's request for help

The goals of the Jeugdhulp events and dorpsgericht werken fit well together. Both are aimed at building bonds with and between network partners and creating a structure for interaction between these partners to enhance long term collaboration. The act of organising the jeugdhulp events also fits well with the activities in dorpsgericht werken. In the project, the consulenten and project team are working hard to connect to the network partners as well as organising events for all stakeholders of the jeugdhulp to meet each other. The organisation of the jeugdhulp event could be used as a tool for the project team to connect to their network partners and build trust and a base for collaboration.

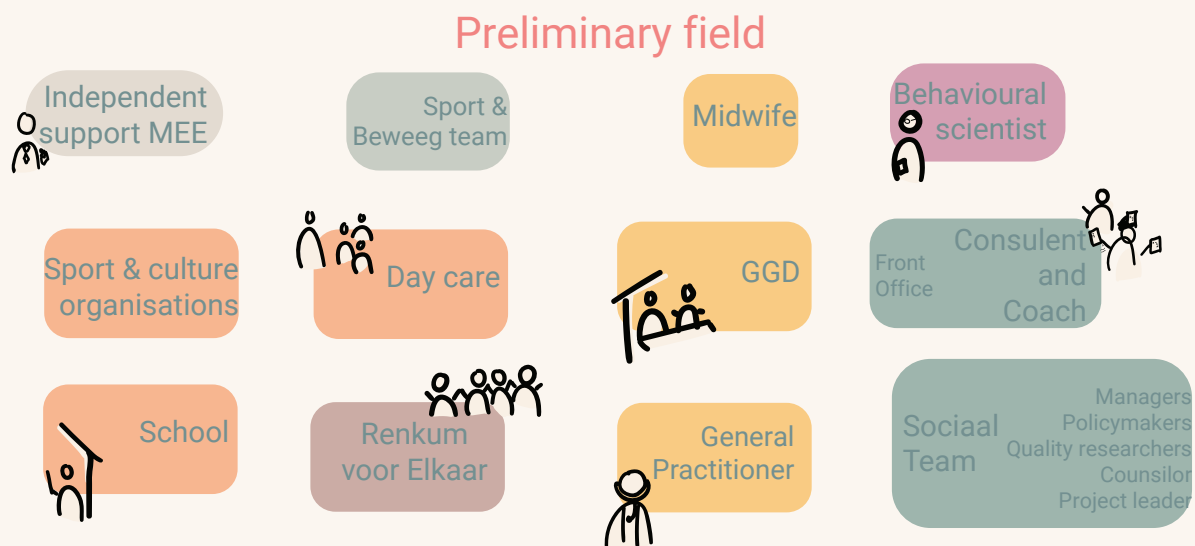


Figure 28. Repetition of parties in the preliminary field as described in chapter 11

Identified stakeholders

Within the project the following stakeholders are identified (plan dgw):

- The Social Team of the municipality
- Schools
- Sports and culture organisations
- Renkum voor Elkaar
- Independent support organisation MEE
- General practitioner practices
- The behavioural scientists
- Midwives
- Organisations that offer walk-in activities (eg. the Sport en beweeg team)
- Citizens

Comparing the identified stakeholders of the project dorpsgericht werken to the map I have created (see chapter 11), these parties are also shown in figure 28, it can be seen that dorpsgericht werken is aimed at the preliminary field and has identified the same network

partners as stakeholders with exception of child care and the GGD.

As the GGD is organised in the assignment of a collaboration of 15 municipalities, although they are an important part of the jeugdhulp, they are not seen as a direct collaboration partner within the villages of the municipality. From conversations with the project leader of dgw was concluded that child care organisations are indeed seen as important potential stakeholders but that first contact with these parties still has to be made.

This overlap in the found stakeholders validates that how I framed the preliminary field indeed included all-important network partners according to the municipality. This conformity in the identified stakeholders also again demonstrates the fit between the organisation of the jeugdhulp event and dorpsgericht werken.

Implementing the Jeugdhulp event in dorpsgericht werken

The project dorpsgericht werken is focused on connecting to partners in the preliminary field, and all though they have decided to first focus on the creation of village teams, their goal-just like that of the jeugdhulp event- is to build a framework for collaboration between all network partners throughout the municipality.

At the beginning of this year, the project dorpsgericht werken has started a pilot in Renkum/Heelsum. During this pilot, a consultant/coach will be working on location in these villages one day per week. From conversations with the project, leader I learned that the team is still searching for a structure to ensure that collaboration will be ingrained throughout the municipality. This is where the organisation of the jeugdhulp event comes in. As explained in chapter 20, the involvement of the network partners in the organisation of the event is a tool for the social team to build an overview of, and a base for collaboration with, the network partners. This trust and overview will be a big help in the creation of the village teams and the implementation of further plans. Furthermore, the framework of events offers the dgw team the structure for long term collaboration that they have been looking for. Because the structure of events is designed to incite the network partners to become more active in taking responsibility for maintaining the relationships in the system, the involvement and investment of the dgw team will decrease over the years.

By only shifting the activities of the project team slightly to be able to organise a kick-off jeugdhulp event, a strong base can be built for the continuation of the building of village teams and municipality wide collaboration. This can be done in the following steps:

1. Pilot

Currently, the pilot in the villages Renkum and Heelsum is being executed, one meeting for all youth partners in the municipality has been held and a flow chart is being created to help professionals in referring both youth and adults in WMO to the right care. At the end of this pilot, a structure for meetings within the village area Renkum/Heelsum will be in place and the network partners in these villages will be known and actively contacted. A first connection will be made to most of the network partners in the other villages and the flow chart will be ready for use, see figure 29.



Figure 29 During the pilot consultant work on location in Renkum/Heelsum and a flowchart is created

2. Organisation of the event

Now that the pilot is almost coming to an end, it is time to continue building contacts in the other villages. This is when the organisation of the event starts, as schematically shown in figure 30. A team of coaches and consultants will be connected to each of the village areas to work on building connections with their network partners in these areas. The collaboration will be initiated through the organisation of the jeugdhulp event. By involving them in the organisation the event, the consultants and coaches build a relationship with their network partners, while the rest of the dgw team supports them by focussing on the logistics of the organisation of the event.

This way the activities of the team members slightly shift from what they are doing currently but the investment of man-hours that has already been budgeted stays the same. For the project dgw the consultants have scheduled three hours a week to connect to their network partners (plan dgw) and, with the implementation of the jeugdhulp event, invite them to play a part in the event. The rest of the dorpsgericht werken team, a team of 6, will work on organising a pilot event. The results of this step are:

- Consultants have made the first connections with the network partners in the villages they are assigned to and have started to build a trusted relationship
- The social team has shown they are serious about taking on the role of facilitator and value and trust their partners which starts to build trust
- A small pilot event has been set up to kick-off the working in village teams and collaboration within the jeugdhulp



Figure 30 During the second phase the organisation of the event is used as a tool to create connection

3. The kick-off event

At the end of phase two, the pilot Jeugdhulp event will be held, as schematically shown in figure 31. This event will function as a kick-off for collaboration both in the village teams and the jeugdhulp as a whole. This kick-off event is meant to spark enthusiasm and build trust in the collaboration. In the event, the municipality showcases that they value and trust all partners in the jeugdhulp and that they will work on facilitating collaboration. The kick-off event is also a great time for the municipality to present their plans for collaboration and get the network partners feedback. This will create a shared understanding of plans and the need for collaboration and encourages the parties to start working towards a common goal. Moreover, the kick-off will be a great place to showcase and discuss the created flow chart to show that the municipality has been listening to their network partners and working to support them.

The kick-off event will be held at the end of September/beginning of October 2021, when the pilot has ended, summer holidays are over, lock-down due to Covid-19 has ended and before the creation of village teams is extended.

The results of this step are:

- Network partners will have a better overview of each other and each others role, as well as that of the municipality
- New energy and a shared understanding of why and how to create collaboration in the jeugdhulp
- A base of contacts and trust to continue building village teams
- Results for the municipality to measure and build future investment of

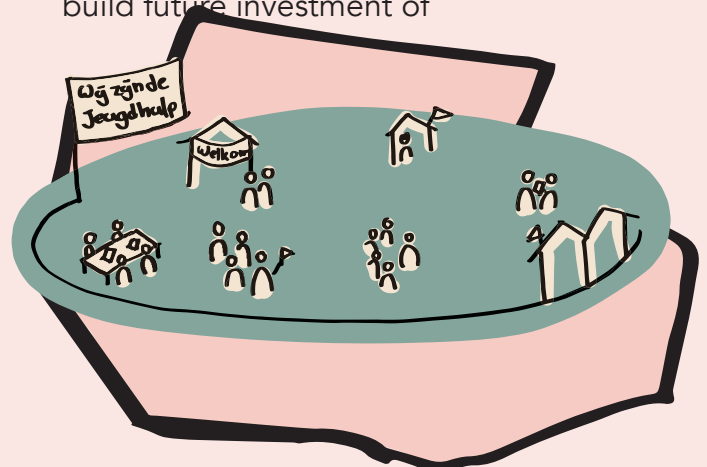


Figure 31 In the third phase, a kick-off event is held

4. Village teams and follow up

After the kick-off event, the consulenten will continue as planned to connect with the network partners in the different villages and set up structures for meetings within these networks. To connect the village teams and the jeugdhulp event, three follow-up meetings will be held. The dates for these meetings will be pre-planned and announced during the event, to make sure as many network partners as possible will be able to join. The team dorpsgericht werken is responsible for facilitating these meetings but will invite each of the three village teams to host or provide input for one of the meetings. This way the village teams have a platform to voice their experiences struggles or other interests and find connection and collaboration with the other teams. By creating a structure in which each village team hosts one meeting, the investment of the teams stays low while there are still regular meetings in between the jeugdhulp events to keep the collaboration growing. Because the teams are hosting the meetings the topics of the meetings will be very interesting for them and grow with the collaboration, this phase is depicted in figure 32

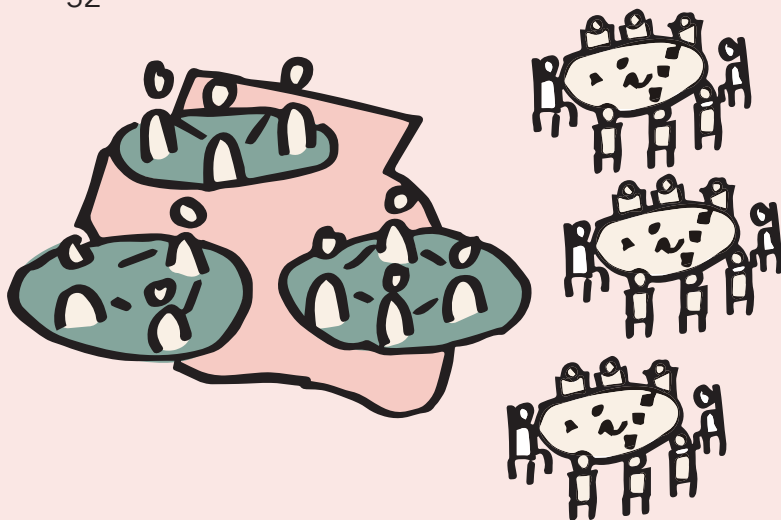


Figure 32 In the fourth phase, the village teams are created and follow-up meetings are held

5. Integration

The Jeugdhulp event and the three follow up meetings will be repeated annually to ensure continuous collaboration and learning. By creating the village teams which will all have their own structure for collaboration and connecting them each other through the series of jeugdhulp events, a solid structure for collaboration will be created where network partners know each other and know when and how to contact each other.

As mentioned before the social team and specifically the team dorpsgericht werken will take on the responsibility for the organisation of all four events and will invite the network partners to play a role in it. As the collaboration grows and network partners become more active in the collaboration it is expected that they will also play take more responsibility for maintaining the structure of collaboration, which means the investment and involvement of the social team can decrease and the structure will become embedded in the municipality.

The structure of the four events can also easily be transferred toward the network for WMO (the social support act). By starting with the jeugdhulp as a pilot for the event the social team can learn and adapt the event structure to also fit WMO and as collaboration becomes more embedded, maybe even bring together the jeugdhulp and WMO event to move to an even more integral and collaborative system.

The results of this phase are

- An embedded structure for collaboration between network partners in the Jeugdhulp
- Network partners are inclined to take responsibility for the structures that allow them to collaborate
- The network partners in the jeugdhulp system actively collaborate.

Investments and team

As I explained at the beginning of this chapter, the project dorpsgericht werken is part of the long term vision of the municipality and therefore investments in the project have already been budgeted. For the project, consultants have 3 hours per week to connect with network partners and organising team events. Besides the investment of time of the consultants, the project team consists of 6 team members of the social team and Renkum voor Elkaar as well as one project leader. Besides the investment in man-hours a budget has also been assigned for the organisation of meetings and activities (plan dgw).

To start building the structure for collaboration, the investments that have been made to launch dorpsgericht werken will need to continue. This investment of 6 consultants who have 3 hours a week to build a network, the team of 6 that can take on the organising of the event, the hours made by the project manager and the money that was budgeted for the organisation of the event and hiring of locations is expected to be sufficient for the organisation of the pilot

event. This means that the pilot event can be organised and reviewed without an extra investment of money.

Because of the set up of the event, no expenses will have to be made to invite expensive speakers/ lectures or locations, the network partners and the municipality themselves will host activities on their locations (eg. in the city hall, het huis van Renkum, schools, etc.) therefore the investments in the event, can stay low and will be able to fit in the budget that dgw already has been assigned for the organisation of events.

For the project dgw and the framework for events for the jeugdhulp to continue of course continued investment of the municipality is needed. The ability to launch a kick-off event and experience the value this event brings, is expected to make the municipality more inclined to continue the investment in dgw and the framework of events, especially since the project is part of the long term vision of the municipality.

Timing

There are multiple reasons why organising the first jeugdhulpdag in September/October 2021 would be good timing.

First of all the municipality is ready to take on the role of facilitator. As explained in chapter 12 the municipality has been working hard on the organisation of their internal team and processes to be able to take on the role that has been assigned to them in the decentralisation. During the interviews was confirmed that the social team feels like they now have build a strong base internally and are ready to start building relationships with their network partners. The pilot of dorpsgericht werken proves that the municipality is ready and actively working on building these relationships. This pilot, however, almost comes to an end. By organising the jeugdhulp event after the pilot is completed the social team kick starts the connection, collaboration and trust for the expansion to the other village areas. By using the jeugdhulp event as a kick-off event, the municipality not only has a platform to present the result of the pilot but also create energy and trust for the continuation of the collaborations.

Moreover, when organising the kick-off event in September, the flowchart that has been created to support the referral of clients in the jeugdhulp can be presented. This flow chart, that the general practitioners have explicitly asked for, demonstrates that the municipality has been listening to their network partners and has been working to support them. Especially for the general practitioners, this proof of commitment from the municipality will be important.

And finally, lock-down will come to an end. As I ave been working on this research, the country has been in lock-down due to Covid-19. It is expected that in September the organisation of events will be possible again. Because people have been stripped of personal connection and face to face meetings, I expect that when lock-down has lifted the organisations in the jeugdhulp will be extra excited for a fun, physical, jeugdhulp event. After all, they have been missing personal contact and the ability to visit events and activities. This extra enthusiasm and energy will support the jeugdhulp pilot in being a great success!

Wij zijn de Jeugdhulp - concept

Organisation

By the Social Team, implemented in the project dorpsgericht werken. In collaboration with the network partners

Timing

Now is the time! The municipality is ready to take on a leadership role, the pilot dorpsgericht werken is coming to an end, the flow chart is ready and lock down is almost ending. Lets kick-off the collaboration

Value proposition

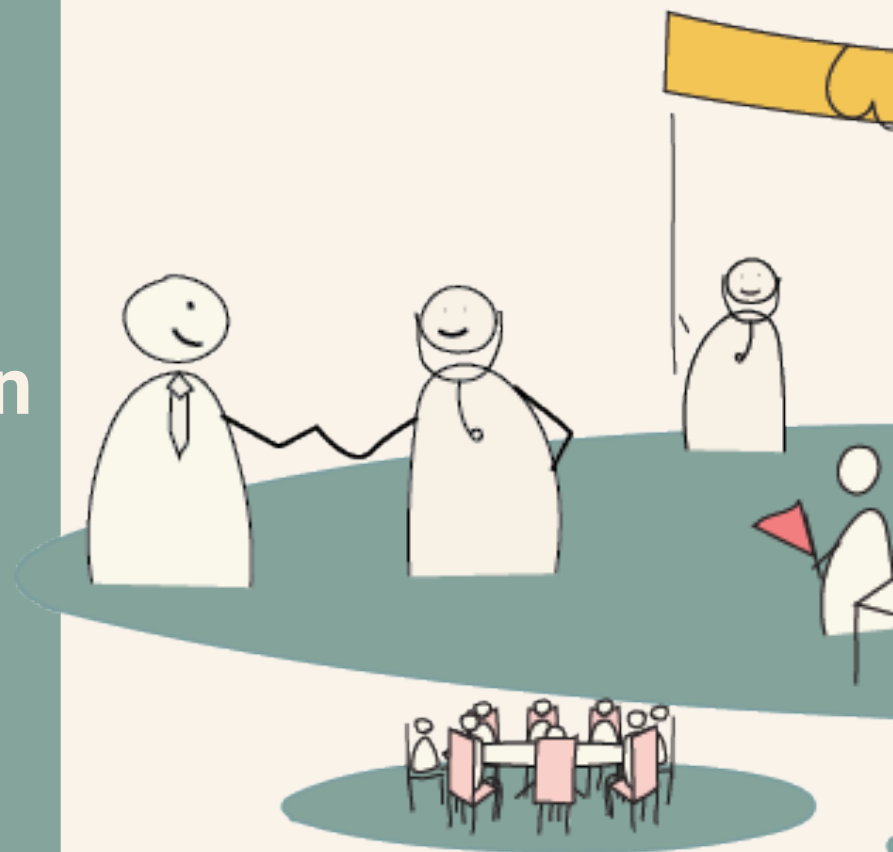
For the municipality:
take on the role of facilitator to build trust
Connect to partners and create an overview
A frame work to stimulate collaboration over the years
More collaboration means better jeugdhulp and lower costs

For the network partners :
Feel valued by the municipality
Getting an overview of all partners
Connect to others with little investment
A platform to present themselves
A safe space to experiment
A structure for collaboration

For families:
Receiving faster and better fitting care

Goal

The "wij zijn de jeugdhulp" event is aimed to s of the system out of a state of isolation, to a futu partners actively work together, share knowledge have the ability to grow together.

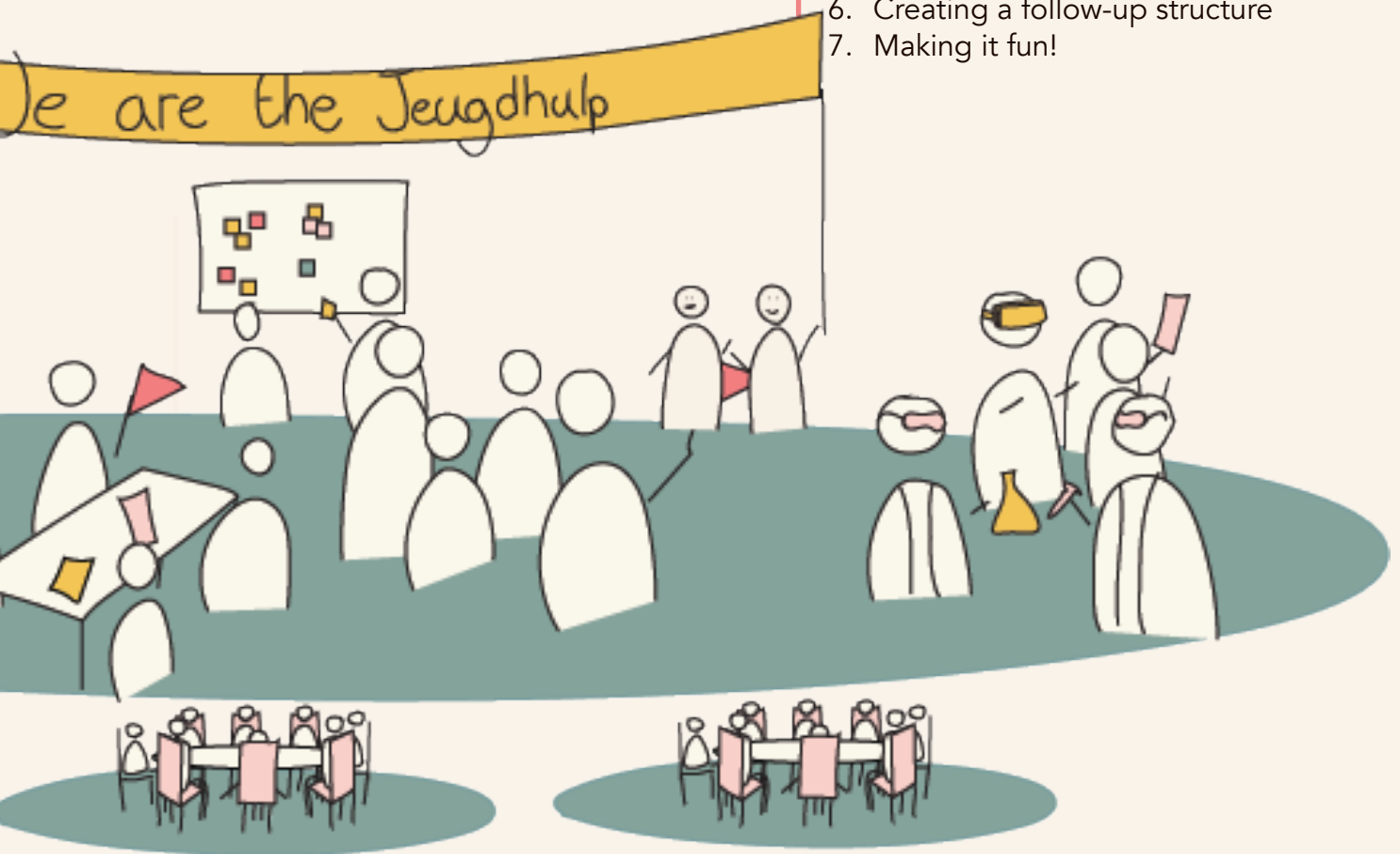


1 Supporting the municipality to take Leadership

support the transition
are where the network
ge, create novelty and

Conditions for success

1. Embracing the role of facilitator
2. Involving the network partners in the organisation
3. Focus on creating a feeling of unity
4. Empower the partners to step of their island
5. Creating room for experimentation
6. Creating a follow-up structure
7. Making it fun!



2 Supporting network partners take ownership of relations

by making them feel included, offering them room for connection and interaction and creating a structure for continued collaboration

3 Creating room for experimentation and innovation

24. Validation with stakeholders

For the event to become a success and reach the intended goal to support the transition of the jeugdhulp towards an adaptive and collaborative network, commitment is needed from both the municipality and the network partners. If the municipality does not invest in the annual continuation of the jeugdhulp event and the follow-up meetings, the event will not have long term effects on the network. By embedding the organisation of the event in the project dorpsgericht werken it is expected that the event will indeed get organised and repeated annually.

But besides the investment of the municipality, the involvement of the network partners is also needed for the event to reach its purpose. If the organisations in the system are not willing to be involved in the organisation or even participate on the event day itself, the event will not be a success. Since from the interviews was learned that the network partners are very interested in collaboration but feel like the municipality should take the lead in this, it is expected that the parties will be excited to participate in the event, as it brings them the connection and overview they are looking for without a lot of investment.

To validate the proposed value of the event for the different stakeholders as well as the perceived feasibility and viability of the framework of the event its purpose, the concept was discussed with seven stakeholders. The stakeholders were interviewed through Microsoft Teams and were each shown a short presentation explaining the concept and then asked about their opinion on the desirability, feasibility and viability of the concept. The presentation I used to validate my concept can be found in Appendix 6- Presentation used for expert validation

First of all the project leader of dorpsgericht werken, the team manager of the social team and the Manager of the social domain were interviewed to validate the perceived feasibility, desirability and viability of the concept within the social team of the municipality.

Furthermore, a consultant/coach of the social team, a general practitioner and a social worker from Renkum voor Elkaar where interviewed, this way the opinion of all unmissable parties (see chapter 15) has been heard and taken into account.

Validation with the municipality

All interviewees of the municipality were enthusiastic about the jeugdhulp events and instantly said the concept met them happy and excited for the event to happen.

The team manager of the social team was really excited by the idea of the event and immediately had a lot of fun ideas about how the event could take shape while still minimizing the cost for the municipality. She mentioned that through embedding the event in dorpsgericht werken the chances that the event will get organised and repeated are optimized. She also acknowledged that because the event is flexible and adaptable it does not need to be organised by the same organisation team each year and therefore withstands the effect of people changing of jobs that is happening a lot inside the municipality strengthening the viability of the framework.

The project leader of the dorpsgericht werken acknowledged that the event is a great fit for the project and could exactly be the type of structure they have been looking for to shape dorpsgericht werken and collaboration in the jeugdhulp for the long run. She saw no problems with the viability of the event and promptly came with ideas about how to contact network partners and create interest for the event. She also mentioned it could easily be extended towards WMO as well, making it even more fitting with the goals of Dorpsgericht werken.

The manager of the social domain was also very enthusiastic about the event and compared it to events she had experienced in other municipalities and explained how much energy and value they had created for the stakeholders. She saw no problems with investments and even mentioned she would want to invest even more in the event because of the value it could bring. She agreed with the fit with dorpsgericht werken and acknowledged the value of embedding the organisation of the event in that project and linking the follow-up meetings to the village teams that are created. She got so excited about the event that she is planning meetings to see if the pilot event can be organised for September.

All three interviewees of the social team were very enthusiastic about the event, saw no problems with feasibility and acknowledged the value the events create. They also acknowledged the long term effect the event would have and that the implementation in dorpsgericht werken would make sure the framework of events result in long term collaboration. Through these interviews the commitment of the municipality and their willingness to make investments to make the events happen is confirmed, meaning that the risk that was described is unlikely to affect the results of the event.

Besides the social team, the coaches and consultants, Renkum voor Elkaar and the general practitioners have also been named as unmissable players to create change and have therefore also been interviewed about their take on the framework for collaboration.

Validation with a coach

First of all, a coach of the municipality of Renkum was interviewed. He recently switched from the role of consultant to coach and could therefore speak from the viewpoint of both roles. He also was enthusiastic about the event. He mentioned that he always finds it very important to meet the partners face to face and peek into each other's kitchen and this could be a fun way to do so. He acknowledged the fact that the end of the lockdown would be a great time to host an event as people will be very excited to get out of their homes again. His only concern was convincing the municipality to commit to an investment but agreed that if the goals, minimum investment and the value it could bring would be clear and investment would be ensured, the event could be a success.

Validation with Renkum voor Elkaar

Secondly a social worker from Renkum door Elkaar was interviewed.

She acknowledged how hard it has proven to be for network partners to move away from their own island and that an event in which the partners are encouraged to do so could be a good starting point for collaboration. She thought the structure of event and follow up meetings could be a good starting point for the creation of a shared vision. Through showcasing and visiting the preliminary organisations such as schools, sports organisations and Renkum voor Elkaar she believed a collaborative understanding of the context of youth in the family could be highlighted. She acknowledged that the organisation of the event would build trust in the Municipality as a facilitator and would both teach them that and allow them to take more leadership in the system. She saw no problems in the feasibility of the event, however, she saw one problem with the event, the name. She mentioned that some of the parties in the preliminary field do not see themselves as jeugdhulp as they associate jeugdhulp with specialized care.

Validation with a general practitioner

The general practitioner that was interviewed also thought the events would be fun and could bring good value, as he saw the importance of getting to know the network better in order to refer to the most fitting parties. But he doubted the commitment of general practitioners to join an event, as according to them, they already invested a lot of time and knowledge into building a relationship with the municipality but have not gotten anything in return. He stated that they first need to feel like the municipality can offer them value on their investment before they would be willing to invest more time. He said what the general practitioners need from the municipality is a social map, helping them to decide whom to refer their clients to. This acknowledges my assumption that by planning the first event in September, right after the flowchart for referrals is created, the event can kick off a new phase of collaboration in which the municipality shows that they are listening and catering to the needs of their network partners and the flowchart can be seen as a clear example of that, an olive branch if you will, starting to rebuild trust.

I identified the general practitioners as players that are needed to create change (chapter 15) in the jeugdhulp and consequently very important to involve in the event. Therefore together with the general practitioner possibilities to convince the general practitioners to join the event were explored. Assigning accreditation points to the event was discussed as a possible solution. Each year, general practitioners and their practice support practitioners have to earn a certain amount of these points through attending events, congresses and other forms

of education, to keep their BIG registration -a register that proves they are qualified to work as a gp. Because of the importance for the GPs to reach these amounts of points, making it possible to earn these points by participating in the jeugdhulp event would give the General practitioners even more incentive to join.

To explore this possibility further I consulted an education coordinator from the schooling centre Onze huisartsen. She was enthusiastic about the Jeugd hulpdag and acknowledged the importance of creating space for the network partners to meet each other and the great effects that the event could have. She explained how they had organised an event for network partners of the WMO in Arnhem to meet each other and that the results and reactions of that event were very positive.

She also acknowledged that they also noticed that general practitioner due to the high work pressure, were a lot more inclined to join activities and events if accreditation points could be earned. She explained that Onze Huisartsen has the mandate to accredit the accreditation points to events and programs and that she believed it was very possible and useful to also accredit them to the jeugdhulp event as she believed in results the event could have. To be able to credit the points to the event, either the program would have to be checked to see if it fits with fixed criteria or Onze Huisartsen could be involved in the organisation of the event so they can make sure they believe the event will be worth the accredited points. She was very willing to take on this organisation together with the social team and saw no problems in working together to organise a successful event in September.

Feasibility

The only one who expressed doubt about the feasibility of the event was the coach. He mentioned that for the event to take place, the municipality would have to invest in the event, which they are sometimes hesitant to do. But he continued to explain that if the municipality would indeed be willing to, there would be no trouble. Since the concept was also validated with three managers in the social team, who all acknowledge that the event could be integrated into the project dorpsgericht werken, and all three saw no problems in the investments- the manager of the social domain even said to want to invest more in the event as she believed it would be beneficial- the concept has been validated as feasible.

Viability

All participants acknowledged the long-term value that the event could bring. The interviewees from the municipality mentioned a framework to embed collaboration in the project that by embedding it in the project the sustainability would be ensured. The social worker mentioned that it would be a very good way for the municipality to show them that as a leader they were committed to the system.

All parties believed that through the event the municipality was the basis for the start and continuation of the project.



Can it be done?



long term effects the structure of events
the municipality believed it was a useful
in the jeugdhulp in the long run, and
at dgw, the longevity of the concept
he also acknowledged that the event
municipality to reclaim a leadership role
can inline a lot more change in the

events and follow up meeting a good
of collaboration will be generated.

Will it survive
and bring value
on a longer
term?

Does it
address values
and needs?



Desirability

All interviewed stakeholders acknowledged that the structure of events and the value they propose are desirable. All stakeholders acknowledged that going to an event will be fun, and that the connection to their network partners and opportunities for collaboration the events brings are indeed what they are searching after.

However, even though the general practitioner said he would like the event, and that it would bring value, he still doubts the commitment for most general practitioners to come as they are very busy and feel like they have already invested a lot of time in connecting to the municipality, so he expects they might be doubtful to invest time in going to an event organized by the municipality.

Therefore, to make sure the general practitioners also are inclined to join, a recommendation for optimization is made in the next chapter.

25. Recommendations

From the validation with the stakeholders I have concluded that the municipality is very enthusiastic about the structure of events and the value it can bring to them and the network sees no problems in the organisation.

The other stakeholders also acknowledged the framework of events could lead to the desired results, but saw two problems in the involvement of the network partners:

The commitment of the general practitioners to join and the involvement of the preliminary field. Based on these insights two recommendations are made to ensure the commitment of network partners in the event.

Involving Onze Huisartsen in the organisation of the jeugdhulpdag

The involvement of Onze huisartsen in the organisation could even bring more value to the event in three ways: First of all this party has experience with organising similar events which would lighten the burden on the social team. Secondly, they have the ability to credit the accreditation points to the event inclining the general practitioners to come. Third of all they are very well reputed and trusted by the general practitioners, therefore working with them would allow the municipality to build on that trust and value to build a better bond with the general practitioners as well and use the platform that Onze huisartsen has to reach the general practitioners and invite them to join. Onze huisartsen was already very enthusiastic about working with the municipality to organise the event and saw a lot of value in bringing the network partners together. Therefore involving this party in the organisation of the event is seen as a very easy way to increase the impact of the jeugdhulp event.

Changing the name of the event

Although the name “Wij zijn de Jeugdhulpdag” was initially chosen to enforce a feeling of unity in the system, from the validation was learned that this name will not have the envisioned effect, and could in fact make parties feel like they should not be a part of the event as they do not see themselves as part of the jeugdhulp. By choosing a name that all parties can relate to, the feeling of unity can still be reached, Renkum voor Elkaar seems to have a good overview of how to connect to the preliminary field, therefore it is recommended for the social team to, together with Renkum voor Elkaar, formulate a new name for the event aimed to create a feeling of inclusion. Examples could be “Samen voor de Jeugd” or “Welzijn doen we samen” or “Wel zijn we samen- Jeugd”. Due to the project coming to an end, there was no time left to validate new names, but the social team together with Renkum voor Elkaar, will be more than capable to come up with a new and inclusive name.

Wrapping up the project

Section VII

In the final section of this report I discuss my concept and the value I believe this research can have outside of the jeugdhulp. Moreover I discuss my experience in dealing with systemic design and complexity and offer six insights that perhaps could support other beginning designers dealing with complexity. Finally I conclude my thesis.

26. Discussion

27. Conclusion

26. Discussion

The concept

During this research, I have learned that there are many forces at play in the jeugdhulp that hinder the system as a whole to deliver the best care for the youngsters and the families.

The concept I propose, a framework for the organization of a series of events, does not on its own solve the many problems that are at play in the jeugdhulp and does not provide an instant cure for the complexity of the access into care, long waiting lines or lack continuity in care.

Instead, it creates room and opportunities for the experts in the system to come together and share knowledge and create novelty. It is through this shared learning that they gain the ability to grow together and adapt the services they deliver to the families. Without continued commitment and hard work of the network partners, the jeugdhulp system and services will not change.

Through my research I have concluded that in the jeugdhulp in Renkum all parties acknowledge that change is needed and that most of them are very willing to do so but lack the structure, my concept offers them space to, in collaboration, create this change together.

Not involving families

Of course, the youngsters and their families are very important stakeholders in the jeugdhulp. Due to the time and recourse restrictions of this project, I have not been able to speak to families in Renkum who have received some form of jeugdhulp. Through literature reviews and conversations with experts who work with families, I have attempted to gain an understanding of the experiences of the families, but my understanding was still limited. Moreover in my design, I have decided not to involve the youngster and families themselves in the framework for collaboration. I made this decision from the belief that involving the

families in the event will complicate the building of connections between the organisations as they would also need to focus on how they are portraying themselves towards the families, their potential customers. Therefore, to really focus on creating a feeling of unity in the jeugdhulp and connect the network partners to each other it has been decided not to involve the families in the jeugdhulp event itself.

To be able to create the best services, however, it is important for the experts in the jeugdhulp to also carefully listen to the youngsters and their families. Therefore, outside of the events, it would be very interesting to also for the experts to involve the families in the innovation and growth of the system, however, this falls outside the scope of this project.

Personal understanding

In this project, I have done my best to make sense of the complexity of the jeugdhulp. However, I am only one person and therefore the conclusions that I draw are always coloured by my personal bias. By actively listening to many stakeholders, drawing on theories from others and trying my best to validate assumptions, I tried to limit my bias, however, I was only able to grasp part of the complexity of the jeugdhulp and based my conclusions on my own personal understanding. I believe that especially when dealing with complexity, design projects benefit from a varied team of designers that will have different biases and viewpoint and to my understanding therefore as a team will have a better grasp on the complexity.

Value of this research outside of the jeugdhulp

In this project I have focussed on creating collaboration and learning in the field of Jeugdhulp, but, the principles I have based my design on, can be implemented in many different fields. There are many complex fields where stakeholders have a lot of knowledge and experience but miss the opportunity to put the pieces of the puzzle together and create synergy.

In my project, I have concluded that stakeholders are able to build knowledge and innovation together if they have the space to interact and feel connected enough in the system to see the value of interacting with the other stakeholders.

In my concept, I integrated elements of creating room for innovation and shifting the mindsets of the network partners to see the value of connecting and taking ownership of these relations in a framework for events, but on their own, these elects could be implemented in different fields in many ways.

This concept, creating room for interaction and shifting mindsets of the network partners so they see the value in interaction and take ownership of their relations, connects to two of the principles of systemic design that Van der Bijl Brouwer and Malcolm have identified: strengthening human relationships to enable learning and creativity and influencing mental models to enable change (van der Bijl Brouwer, Malcom, 2020) and are not limited to the field of jeugdhulp.

Dealing with complexity as a designer- my experience

As I explained in chapter 6, systemic design has come up as a way to help designers move to work in complex systems. As I believe indeed that designers have the capabilities to move into these complex fields, I was eager to learn about systemic design and choose a project where I could work with systemic design principles. Doing so has proven to be a very steep learning curve for me, I had no previous experience in working with systemic design principles and had also little previous knowledge of the Dutch youth care system. The process was rocky, but it though me a lot. As explained in chapter 6 I based my approach to this project on the seven steps of systemic design as explained by the systemic design toolkit (n.d.).

The first steps of this process, Framing the System, Listening to the System and Understanding the System helped me to really dive into the jeugdhulp in Renkum and take in the complexity.

I used my “designerly” abilities to gather rich information from the stakeholders and determine and visualise the connections between the stakeholders as well as between all the connection between problems and factors influencing and reinforcing each other in causal loop diagrams.

From my little knowledge of systemic design, I thought that these maps would bring me clarity, and help me define points of interventions that I could design for. However, that is not what the maps brought me. Creating the maps really helped me in gaining empathy for the system and emerging myself in the complexity of the system, but I was missing a way to deal with this complexity and got stuck.

Systemic design explains that in complex situations, designers are not able to “solve” problems, instead, they can offer interventions that can create change and help the system transition. But in the midst of this project,

I struggled in shifting my mindset from the belief that it was my job to design an all-encompassing clear cut solution to accept that instead, I could design one or multiple “smaller” interventions.

During this project this was something I struggled with, I felt that as a designer it was my job to create novelty and design a clear and easy to adopt intervention. But with little previous knowledge of the Dutch youth care system, designing an intervention for such a complex system seemed impossible. I got lost in the connectedness of problems and complexity of relations in the system and became stuck. How was I supposed to solve problems that so many people have already been working on for so many years?

The realization as a designer I am not the expert in this system and should not try to become one, and that instead, it was my job as a designer to focus on bringing out the knowledge and creativity of the system itself, came when I was introduced to the book of Eelke Wielinga. Using the living network theory gave me a new way of looking at the problem situation and helped me shift my focus from all the small elements that were influencing collaboration in the system toward the core elements of collaboration, the interaction between stakeholders. Not only did this theory help me break out of the complexity that I was stuck in, but it also gave me a new insight: there is already so much knowledge and experience present in the Jeugdhulp, I could focus my solution on creating the conditions in which the experts can share this knowledge and create novelty.

This change of perspective helped me to step out of the complexity and get back into my role of designer.

This is where I started the frame innovation method, after being stuck in the complexity

for a while, this method helped me order my findings and getting my creativity back. I went through the first steps of this design method quite fast, analyzing the findings I already had through the steps of this method. The final steps, the creations of frames, really allowed me to use my “designerly skill” of association, finding connections and reframing to come up with new ways of looking at the problem area which eventually led to my solution.

From my experience of working with systemic design in a complex situation, I draw some insight that perhaps could support other beginning designers in making this shift- as I do still believe that designers have the right skills to deal with complexity.

1 Change your mindset. As a beginning designer, I have experienced that, often (beginning) designers are focused on creating a “perfect” solution. As most designers work very human-centred, often this is done through the involvement of experts or even co-creation, but in my experience, the act of designing the actual solution often stays in the hands of the designer, as it feels like that’s what we do. But in complex systems, the job of a designer changes, and we are no longer designing solutions but more so conditions for change. Once I accepted that I was not going to be able to design a solution but instead could focus on the relations between stakeholders and enabling them to make a change, I regained a grip on the project. So when designing in complexity, shift your focus from designing solutions to creating the right conditions for change.

2 Hold on to your creativity and design methods. In my experience, it is very easy to lose your creativity in all the complexity. The frame innovation method gave me clarity and creativity again. So draw on your favourite design methods to hold on to your creativity.

3 Use your design strengths. I believe that designers have a lot of tools up their sleeve that allows them to step into the complexity. First of all, I believe designers have a great ability to speak to stakeholders and gain empathy for a system. Second of all designers often are very well able to both lay connections between pieces of information and visualizing relationships, which makes them very able to embrace and visualize complexity.

4 Embrace, but also, let go of the complexity. I believe that designers are very well able to get a good grasp on the complexity. But to be able to design, I think we also need to let it go, as, as I said before, you are not going to design a perfect solution, and that is okay! So don’t be afraid to zoom in and out, letting go of the complexity to gain back creativity and then bringing back some of the complexity again to test your ideas and concepts. I believe that zooming in and out - moving from a complete overview of the problem situation to focussing on a small detail, and back again- is a strength many designers possess and that this strength, through learning and trying, will also allow them to deal with letting go and bringing back complexity.

5 Where you can, work in a team. I believe that especially when dealing with complexity, design projects benefit from a varied team of designers that will have different biases and viewpoint and to my understanding therefor as a team will have a better grasp on the complexity as well as on ideas for interventions.

27. Conclusion

I started this project aiming to address the lack of collaboration and coherency between the network partners within the jeugdhulp system in Renkum and design a strategy to support the transition of the system to become more collaborative and able to offer fitting and coherent care.

To embrace the complexity of the jeugdhulp and find how stakeholders- as well as the factors hindering them from collaborating- are connected, during this research I have adopted a systemic design approach. Moreover, I have used interviews, living network theory and the frame innovation method to conclude that the jeugdhulp Renkum is currently in a state of isolation- there are a lot of parties are working towards the same goal, but only do so from their own island, resulting in fragmentation of knowledge and a culture of endless referrals for the families.

The final concept I present, a framework for the organisation of "wij zijn de jeugdhulp" events, is designed to transition the system to a future where partners work together, share knowledge, create novelty and have the ability to grow together, by creating change on three levels:

1. Supporting the municipality to take a facilitating leadership role
2. Supporting network partners take ownership of the relations in the system
3. Creating room for experimentation and innovation

In my concept, I build on theories that recognise that stakeholders in a network are able to build knowledge and innovation together if they have the space to interact and feel connected enough to their network partners to see the value of interacting with them. This insight, I believe, is not limited to the jeugdhulp and could very well be implemented in other areas of complexity.

Drawing on my experience in dealing with complexity I offer five insights that perhaps could support other beginning designers dealing with complexity:

- Change your mindset
- Hold on to your creativity and design methods
- Use your design strengths
- Embrace, but also let go of complicity
- Work in a team

*I hope my project can serve as an inspiration,
Thank you for reading.*

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Appendix

1. Signed Design Brief
2. Interview guide and use of Miro
3. The created causal loop diagrams
4. Steps in the frame creation brainstorm
5. Elaboration on the chosen frames
6. Presentation used for expert validation