Building blocks for public value

A study of four managerial activities as conditions for public value creation

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ABSTRACT In this article, we explore how the interaction of four activities of managers – managerial, technical, political and philosophical work – contribute towards public value creation. We use the relatively new approach fuzzy set qualitative comparative analysis (fsQCA) to systematically compare the activities of managers and assess the public value of twelve community colleges. This article contributes to the emergent literature in which public value theory is applied in empirical research. The analysis showed that in order to achieve a high degree of public value, at least three but preferably all four activities need to be executed by the manager. Among these political work is the most important driver of effective managerial value creation.

1. Introduction

Public managers can act to create public value (Gains & Stoker, 2009; Moore, 2013). As heads of their organisations, public managers are involved in the creation of public value, requiring dynamisms, entrepreneurial and creative activity (Moore, 1995). Public managers have a decisive role in creating public value: "Public managers may not be able to define what is valuable in absolute terms, but they can seek to decide (or enable the determination of) whether a given goal is more valuable than another in a particular circumstance." (Alford & O'Flynn, 2009, p. 176). Kelly, Mulgan & Muers defined public value as "(…) the value created by the government through services, laws, regulation and other actions." (2002, p.4).

Traditionally, unelected bureaucrats are seen as subordinate to elected politicians (Weber, 1922). However, assessing what public value should contain is no longer only done by politicians. As recently discussed by Hartley, Alford, Hughes and Yates (2014), public managers need to have a certain level of political astuteness. Public managers are no longer only implementers of policy, they also seek to proactively articulate, legitimize and achieve public value propositions. Public managers are responsible for getting clearity about, and seek political consensus for, the values their organisations need to produce (Moore, 2013).

Because of this enlarged role of public managers, their work becomes more important. Public managers face both the internal processes in their organisation as well as dealing with a wide range of actors outside of the organisation. Public managers execute policy, but they also influence the direction of new policy. Their organisation needs to be managed well, and the manager also has a responsibility to pay

attention to, and act in, the external processes outside of the organisation. When managers strategically mould their efforts across internal and external actors, issues and platforms, in order to elaborate their agency's mission and ways of working in relation to some public purpose, we call them *public value managers*.

According to Moore (2013) it takes philosophical, political, technical and managerial work to create a performance management system, which helps the organisation to focus on the values they are supposed to create. When managers only pay attention to a part of these activities, the organisation lacks important pillars of the performance management system, and cannot function optimally and create value. A proper performance management system enables the management of the organisation to increase the organisational outcomes. "(A performance management system) encourages managers to measure social outcomes empirically, but the focus is on developing measures that enable managers to manage whole organisations strategically rather than determing to scientific standards the effects of particular activities" (Moore, 2013, p. 209). In this study we explore to what extent a group of Dutch public managers behave as public value managers, and how they take up their roles. By using qualitative comparative analysis (QCA), we can investigate the presence or absence of a causal relationship between the behaviour of the managers and the public value as created by public organisations. Through QCA we can test which variables are necessary to secure a high public value creation. Therefore, the central research question is:

To what extent do public value managers invest in managerial, technical, political and philosophical work? To what extent is the accomplishment of these types of managerial work constitutive for effective public value creation?

As observed by Hartley, Alford, Knies & Douglas (2016), very few publications about public value are based on empirical research. This article attributes to this compact number of articles in which public value is tested empirically. This research builds upon the article by Douglas and Noordegraaf (to be published) in which the four managerial activities were studied in the context of public utilities in three small Caribbean countries. After conducting a QCA analysis they found a strong relation of necessity between the activities. This paper replicates this question, but used different data sources like the counter-weigthing interviews with management assistants. Besides, this research was conducted in a different domain, namely professional organisations. The insights of this paper are valuable since a different domain and method show new results and conclusions. Also, the systematic analysis of managerial activities in this article contributes to public management literature. The outcome of this study is of practical relevance because it deepens the knowledge about the profile of (school)managers, which could be useful when hiring a new (school)manager.

2. Theoretical framework

2.1 Manager's work affects public value

In this study we assume that managers' actions affect the creation of a performance management system. This system enables managers to manage their organisation strategically, which can lead to increased public value creation. The effect of manager's behaviour on performance is tested in the literature before, for example by Meier & O'Toole (2002, p.2): "(…) good management can be a particularly critical contributor to program success." Broussine (2003) argued about the role of public leaders: "In order to solve complex problems, public leaders have to be able to initiate concerted action not only within their own organisations but among a set of stakeholders with different and competing interests. This means that traditional models of organisational leadership have their limitations as they may help to make public organisations more performance- and customer oriented but they are not adequate to address boundary-spanning public problems in a context of fragmented authority" (p.175).

Perceptions about the role of public managers have changed over time. Different scholars described how public administration went through several reforms (Stoker, 2006; Pollitt & Bouckaert, 2011). Kelly, et al., (2002) described how public managers could fulfil their role along the lines of these reforms. In a nutshell: managers first had to ensure that rules and procedures were followed. Then, they helped define and meet agreed performance targets. Nowadays, they also play an active role in steering networks. The role of public managers thus varies from narrow to broad, also discussed by Hartley, et al., (2014) who concluded that political astuteness is essential for value creation by public organisations. Because of the changing role, it is interesting to study the four managerial activities and describe where managers pay most attention to nowadays. In the period between 1960 and now, three managerial reforms are distinguished in the public administration literature. The following paragraphs explain how these approaches had risen and pay attention to the role of the manager.

An important fact that limited this study, is the fact that the schools were managed by more than one manager. Only at one school (school 4) the board of directors consisted of one manager. This study assumes that the chief of board of directors is very influential, and his work does directly affect the creation of a management performance system. There could be a possibility that the other activities besides political work are done by the other member(s) of the board. Also, the middle-management plays an active role in managing the school.

2.2 Old Public Administration: administering set rules and guidelines

In the 1960s and 1970s the public sector flourished by planning. No arbitrariness, many rules and regulations typified the period called Old Public Administration (OPA). The focus was on administering set rules and guidelines (Osborne, 2006). Before '80, the prevailing opinion was that public organisations had to implement the policy made by politicians. A valuable outcome of the organisations

was a legitimate outcome, determined by elected officials or technical experts (Bryson, et al., 2014). The role of managers in public organisations was to ensure that rules and procedures were followed (Kelly, et al., 2002). Public managers reported directly to their political supervisors, which resulted in a strong focus on responsibility. They also needed to be responsive to elected officials, constituents and clients since their own discretion was limited (Bryson, Crosby & Bloomberg, 2014). Managing an organisation included dealing with much supervision, a supply-oriented approach and being accountable to politicians and citizens. The relation between the political supervisor and the public manager leading the organisation required attention. The manager benefitted from a close relationship with politics.

2.3. New public management: focus on efficiency

From 1980 on, major changes in the public sector can be distinguished. Due to financial setbacks, governments had to shrink and change the way they produced public value (Hood, 1991). A small, manoeuvrable government that was managed as a business seemed to be the solution. There was a greater emphasis on 'performance', outputs of the organisation were closely measured and service users were seen as consumers (Pollitt & Bouckaert, 2011). A valuable outcome of the organisation was determined by elected officials or by individual preferences, based on the idea of consumer choice (Bryson, et al., 2014). A cost- and efficiency-focus is rewarded in NPM (O'Flynn, 2007). In New Public Management, efficiency is a main component of public value.

Public managers became more powerful due to the gap that was created between them and their political masters. They used business techniques to manage their organisation, like setting output targets. Their organisations tended to be dominated by the interests of producers, like bureaucrats (Stoker, 2006, p. 45). Public managers had the responsibility to support in defining and meeting agreed performance targets and standards. They had to be responsive to elected officials and customers, but in contrast to OPA they had a wide discretion (Bryson, et al., 2014). The focus on performance targets and standards implied a internal focus for the managers.

2.4. Public Value Management: a changing role for public managers

Recently, public managers demand for a more value-oriented management. They aim for an organisational structure in which employees work together inside and outside their organisation with stakeholders to realise that goal. This approach is called Public Value Management. The approach builds upon the characteristics of OPA and NPM, however understanding the public interest plays a more dominant role in this reform. Moore (2013) stated that public value should not be seen as self-evident or handled as a technical issue by managers. In the public value paradigm, stakeholders play an important role. The fundamental idea is that a decision is only legitimate when all stakeholders are involved (Stoker, 2006).

Stoker includes actors like users, producers and government officials in his definition of public value: "(It) is more than a summation of the individual preferences of the users or producers of public services. The judgement of what public value is, is collectively built through deliberation involving elected and appointed government officials and key stakeholders" (2006, p.42). As stated in the introduction, public value can be distinguished from the creation of private value because public value has no financial bottom line. In contrast to profit-organisations, the performance of public organisations cannot be judged by using a simple bottom line (Moore, 2013). However, in the public sector a financial bottom line cannot be made since the main goal is to produce value, not financial profit.

Public value can be assessed by a collective deliberative process. This can be done by a dialogue between citizens, politicians and managers about what value is provided at what cost (Gains & Stoker, 2009). Public Value Management is built upon the previous reforms, in which public value consists of legitimacy and effectiveness. To complete the definition of public value, we add a third component here: quality. The quality of the output of the organisation is important for the creation of public value. Thus, in this article we distinguish three different components of public value: effectiveness, quality and legitimacy (Kelly, Mulgan and Muers, 2002).

In Public Value Management, the public manager is responsible for creating networks and also for the organisation to be effective. He needs to be responsive and accountable to elected officials, citizens and other stakeholders. He has a certain amount of discretion, however this room is constrained by law and democratic and constitutional values (Bryson, et al., 2014).

In this article we explore whether public managers adapted to the role of public value managers. We expect that public value can best be generated by managers who pay attention to both internal and external activities, and feel responsible for developing a proper performance management system in order to create public value. Managers need to question what public value their organisation produces. Being a *public value manager* requires paying attention to relations, internal management and to long-term purposes and goals of the organisation. Therefore, we also expect that paying attention to all these aspects of management leads to an increase of the organisation's public value. We expect that organisations in which managers only pay attention to internal management will not score high on public value creation. In the next paragraph we elaborate on these activities.

2.5. Managerial activities

According to Public Value Management, public managers have to execute a wide spectre of management tools in order to maximize the outcome of their organisations. Manager's behaviour and choices affect the performance management system, and therefore the creation of public value. Each single management activity will not make an organisation perform better, but the combination of these management activities will contribute to public value.

Processes inside the organisation, like good information systems and coordination, contribute to the creating of a performance management system, that helps the organisation to focus on value creation. Public managers should give attention to all these processes, without losing sight of other processes outside of the organisation that might be of equal importance, like political support for their organisation. Moore (2013) distinguished four activities that public value managers should devote their time to: philosophical, political, technical and managerial work.

1. **Philosophical work**: **creating a normatively strong public value account**

    Philosophical work is "associated with naming and justifying the important public values to be achieved by a public agency (or reflected in its operations)" (Moore, 2013, p.9). In his philosophical work, the manager askes himself the question: "what can I do to enlarge the outcomes of the organisation?" Philosophical work entails defining the public value which the organisation should pursue. At schools, the manager executes philosophical work by capturing the most relevant outcomes of the organisation, such as the quality of the education and turning students into well-behaving citizens.

2. **Political work**: **negotiating terms of accountability**

    Political work is "associated with building a broad, stable agreement about the important dimensions of value that those who can call the organisation to account will use to evaluate agency performance" (Moore, 2013, p.90). In political work, the question rises who the stakeholders of the organisation are. In his political work, the manager should organize a debate about which value has to be created. Through political work, the manager is in contact with external stakeholders to debate about values and to organize consensus about which public value the organisation needs to create.

3. **Technical work**: **developing operational measures for the public value account**

    Technical work is "associated with finding or developing empirical measures that can reliably capture the degree to which the nominated values are being realized (or reflected) in agency operations" (Moore, 2013, p.90). Technical work entails ensuring the accuracy and comprehensiveness of the performance indicators. By doing technical work, the manager should look beyond output and design operational measures for public value that can be used in his managerial work. In the subject of this study - the schools - the manager executes technical work by formulating the indicators that are important parts of the management reports.

4. **Managerial work**: **turning performance measurement systems into performance**

    Managerial work is "associated with linking a performance measurement system to a performance management system that can drive public efforts toward improved performance"

(Moore, 2013, p.90). Managerial work is related to building a system inside the organisation to process and respond to performance measurements. The system should be a reward or incentive for employees to contribute to public value creation. Managerial work also includes convincing employees what kind of outcomes of the organisation are highly valued. In the daily practice of managing a school, these activities mean that the manager designs a planning & control cycle and a structure where information is actively used by employees in the organisation to enlarge public value creation.

The combination of these four activities is the key to good management (Moore, 2013). All four domains are important, and should not be forgotten by the manager. In this study we investigate if the public value of a public organisation is higher, when the manager executes these activities (see Figure 1: conditions and outcome) In other words: is the manager a public value manager?
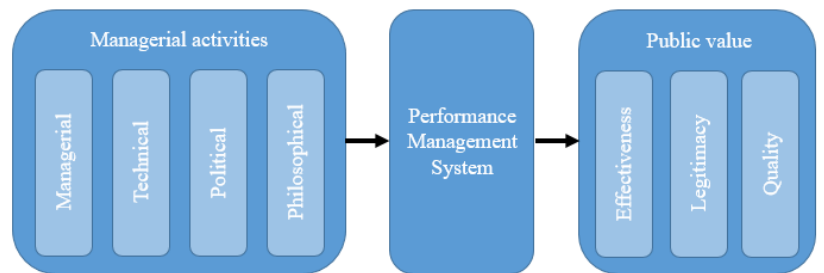
Figure 1: conditions and outcome

Previous research (Douglas & Noordegraaf, to be published) indicate that technical and managerial activities need to be conducted before managers are able to pay attention to political and philosophical activities. In this study we expect the same order in which activities need to be executed.

In the previous paragraphs the different management reforms were described. The four activities match with these reforms. In Old Public Administration, the manager had a close relation with his political supervisor. Therefore 'political work' fits this reform. In New Public Management, the public organisation was seen as a business and the manager's main concern were the internal processes. This fits the activities 'managerial and technical work'. In Public Value Management, the manager is concerned with both external and internal management. Also, he has a role in determing what public value should be created. He also needs to care about long-term goals and purposes, the 'philosphical work'. According to Public Value Management, a good public manager should execute all four activities.

Important note here is that leadership does not just reside at the top of the organisation. Leadership is exercised throughout the whole organisation: by the middle-management, senior employees and by teammanagers (Broussine, 2003). In this study we only focus on the actions of the top manager of the organisation. Though, we should not forget that he or she is definitely not the only employee in the organisation who affects the performance of the organisation.

3. Method

3.1 Case selection

In this paper we systematically investigate the relation between the public value creation of twelve secondary vocational education (community colleges) and the behaviour of their top managers, the chairmen of the Board of Directors. In this study we name these chairmen 'managers'. We were interested in secondary vocational schools because they are semi-independent organisations and operate at a distance of their supervisor, the Ministry of Education, Culture and Science. The semi-independent status of the schools made them suitable for this research on the impact of managers, mostly because there is some distance between these managers and their political superiors. The managers of these organisations are our unit of analysis, together with the public value that their organisation creates.

We selected a sample of twelve schools out of the total population of 54 schools. This was done by selecting schools of different sizes. The first two schools were approached with the help of a former school manager. The other schools were reached by using publicly available email-addresses of managers (or their assistants). Four managers resisted our invitation of participation in the research because they were too busy. Then, four new schools were selected and successfully contacted. When we reached the number of 12 schools, we stopped contacting schools. A minimum of ten cases is needed to conduct a fsQCA (Legewie, 2013). With a total of twelve cases, this study meets this requirement.

All the cases are situated in the Netherlands. The cases vary in size between relatively small schools (less than 3000 students) and big schools (more than 15.000 students), see table 1: overview of cases. We excluded the specific vocational schools[3] because of their small size and their specific educational program. The community colleges have political interests at stake, especially since some schools have had media attention because of disappointing quality of the educational programs and financial problems due to expensive housing. From the sample of 54 schools, we excluded in advance two schools which had recent media attention, ROC Leiden en Zadkine. These schools are under high pressure from both inspection and politics. It is likely that the situation at these schools does not reflect a normal situation.

Table 1: overview of cases

School	A	B	C	D	E	F	G	H	I	J	K	L
Number of employees	2000	1000	800	350	900	1100	450	2000	2800	700	1100	1800
Number of students	16000	10000	6000	6000	7500	13000	3000	18500	30000	5000	12000	24000

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[3] In Dutch: vakscholen

The interviews all took place in the same period of three months. The interviews with the managers lasted between 45 and 60 minutes, and were preceded or followed by the interview with their management assistant (20-30 minutes). It is an obvious choice to interview the managers, our main unit of analysis. To counterweight their answers, we choose to interview a person that is very close related to the manager and has knowledge of his/her agenda. Besides this, another view on the activities of managers is needed. In an ideal situation, interviews with partners of managers like the supervisory board were conducted. However, due to limits in time and the fact that these people have busy agendas, we choose for a easily accessible data source in which the activities of the manager were displayed: the preface of the annual report.

3.2 Qualitative Comparative Analysis (QCA)

In this article we explore whether the presence of conditions, the four managerial activities, leads to public value. With QCA as developed by Ragin (2008) we are able to transform a large amount of qualitative data into clear and comparable data. This method enables us to test the impact of the presence or absence of causal conditions. Fuzzy set QCA can structurally compare a substantial number of cases, and the method also fits this study because of its ability to process detailed qualitative data into quantitive numbers. Also, the complementary character of the four managerial activities can be tested by QCA. A clear operationalisation of the four activities and of the concept public value made it possible to translate the qualitative data about these concepts into quantitative data needed for the analysis. This study replicates the research design of Douglas & Noordegraaf (to be published), but aims to use more extensive data.

By applying fuzzy set analysis, a 'recipe' for public value is made. The recipe consists of the following four activities; philosophical, political, technical and managerial. These four activities are the 'ingredients' of the recipe (see figure 1: conditions and outcomes). Based on the collected data, the researcher values the different conditions by giving them a membership score of 1, 0.6, 0.3 or 0 on each of the conditions. In QCA, three anchor points define a set: 1.00 indicating a full set membership, 0 a full non-membership, and a cross-over point at 0.5. To fine-graine the membership levels, we use a four-level set in this study, including (0.00), (0,30), (0,60) and (1.00) (Legewie, 2013). Conditions and the outcome, in this study 'managerial activities' and 'public value', are seen as sets, in which cases have a degree of membership. Therefore, fsQCA analyses set relationships.

The fsQCA method (pioneered by Ragin, 2000) aims to identify conditions that lead to a certain outcome. The method does not conclude which variable is strongest, but aims to identify how different conditions combine and detect which combinations generate the same outcome (Ragin, 2008). It is not a correlational technique that aims to state a net effect of the independent variable on the outcome variable (Schneider & Wagemann, 2010). The method is called 'fuzzy' not because of imprecise

empirical measurement, but because it uses conceptual boundaries that are not sharply defined (Schneider & Wagemann, 2012).

Aim of the technique is to identify all necessary and sufficient conditions that result in a specific outcome. In this instance, a condition is necessary if public value cannot be created without it. A condition is sufficient if it can produce the outcome by itself without the help of other conditions (Schneider & Wagemann, 2010). The outcome is produced by necessary conditions, meaning that all cases that show the outcome also display the necessary condition (Skarmeas, Leonidou & Saridakis, 2014). Sufficient conditions always lead to the outcome, but due to the co-existence of alternative sufficient conditions, they are not the only conditions that lead to this outcome.

An important tool in fsQCA is the truth table. The truth table gives an overview of all the logically possible combinations of causal conditions (Ragin, 2008). Analysis with the data in the truth table lead to a complex, intermediate and parsimonious solution (Ragin, 2009). All these solutions are displayed in this study. The truth table works with sufficient conditions, and therefore we first analysed the necessary conditions. Other important factors used in fsQCA are consistency and coverage. Consistency expresses how much of the fuzzy-set membership scores of the cases are necessary or sufficient for the outcome. Coverage is the way in which the cases are distributed over these configurations (Rihoux & Ragin, 2009). The analysis is done in the program FS/QCA.

The outcome of the QCA analysis are different solutions: the complex solution, the parsimonious solution and the intermediate solution. Simplifying assumptions are not included in the complex solution, and therefore this solution does not reduce complexity. In contrast to the complex solution, the parsimonious solution reduces the causal possibilities. The intermediate solution is more detailed, because it reduces conditions that run counter to fundamental theoretical or substantive knowledge (Legewie, 2013).

FsQCA has the ability to analyse whether certain conditions explain the absence of the outcome. Here we test whether the conditions that are causal for the presence of the outcome public value, are not the same conditions as those who are causal for the absence of the outcome.

3.3. Operationalisation

3.3.1.   Assessing managerial activities: elite interviews, employee feedback and document analysis

The activities we distinguish in this study - political, philosophical, managerial and technical - are not used in many previous studies. Douglas & Noordegraaf (to be published) studied the four management activities in combination with public value. Moore (2013) described these activities in his book Recognizing Public Value. However, with a good operationalisation and the method fuzzy set QCA we ensure this study's validity. We used elite interviews, employee feedback and document analysis to obtain our data. This triangulation enlarges the reliability and validity of the research. The analysis is

more valid because contradicting analysis are easily detected (Thiel, 2010). In the twelve interviews we asked the managers whether and if so how much time they spend on each of these activities. These interviews had a structured character. In order to obtain a check against these self-reported data, we sought employee feedback, interviewing the person working most closely to the manager and cognizant of their diary and pattern of behaviour: the management assistant.

We interviewed eleven management assistants. For one school it was not possible to interview the management assistant. Here, we solely counterweighed the information from the manager's interview with the information from the school's annual report. One manager was appointed as interim-manager, but based on the fact that the school is fully operational we decided to incorporate this school as well. In each interview the interviewer asked whether the respondent felt like an important activity was not dealt with in the interview. Some respondents came up with latest news about educational policy, like the admission law for students. However, this was not an extra activity. Therefore we can conclude that the four activities cover all the activities of the managers.

In addition to these two data sources we analysed the preface of the schools' reports of 2015. We considered the preface as a place where the manager could highlight important topics, and we see this as a reflection of the subjects he pays most attention to. When analysing the data, all data points received equal attention.

3.3.2. Classifying management activities

In the operationalisation (see Appendix 1: Code list), each of the four management activities consists of three dimensions: regularity, quality and ambition of the activity (see table 3: public value score per school). First of all, how often the manager executes the activity is made clear in 'regularity'. We did not use the term 'quantity' here because we were not able to exactly count how often he executed the activity by using agenda analysis for example. Then, we analysed the data on the quality of the execution. Here we coded how many people thought along with the vision, mission and long term goals, how diverse the manager's network is, how correct the measurement systems are and how satisfied the employees are. Thirdly, we analysed the data on the level of ambition. Here we analysed whether the manager explained what public value he adds, whether his network is also aimed at adding value, the goals of internal measurement and whether performance is linked to concrete goals.

With the three dimensions regularity, quality and ambition we were able to code the interviews with the manager, the management assistant and the document analysis. The interview topics are included in Appendix 2: Iinterviewtopics manager and Appendix 3: Iinterviewtopics management assistant. We combined the scores on each single dimension to a total score per dimension. This total score could be that the data did not confirm the execution of the activity (0). When the data would partly indicate that the manager executes this activity, then a score of 0.30 was given. This is done when the respondents mentioned the activity in the interviews or the document analysis, but did not elaborate much on the

activity. A 0.60 is given when the data mostly confirms that the activity was executed, for example when the respondent explained how he executes the activity. A 1.00 is given when the data fully confirms the presence of the activity, for example when the respondents provided the interviewer with many examples of how and when he executes the activity. The coding of the interviews was done in Nvivo. The coding of the prefaces was done manually.

The total scores on each activity are displayed in Table 2: scoring framework for management activities. Appendix 1: Code list shows the complete coding list. The code list covered the main parts of the interviews. In a few interviews, the respondent told about the context that the school was operating in. This information was not coded, because it is not the scope of this study. When the data fitted two or more codes, the researcher first coded them with both codes in the first round of coding. After all the interviews were coded, the researcher went through all the interviews again and recoded these double coded items into one code.

Table 2: scoring framework for management activities

School	Managerial	Technical	Political	Philosophical
A	1	1	0.3 0	0.60
B	0.60	0.60	1	0.60
C	0.60	0	0.30	0.60
D	0.60	1	0	0
E	0.60	0.30	0.60	0.60
F	1	0.30	1	0.60
G	0.60	0.60	1	1
H	1	0.60	1	0.60
I	0.60	0.30	0.60	0.30
J	0.60	0.60	0.60	0.60
K	1	0.30	0.60	0
L	1	0.60	0.30	0.30

3.3.3. Classifying public value

Moore (1995) argues that the creation of public value is at the core of public sector managers' action. Therefore, we strive to measure public value. Public value is a subtle, many-faceted concept, and therefore researching it is a challenge (Hartley et al., 2016). We combine the components effectiveness, quality and legitimacy (Kelly, et al., 2002) to give an comprehensive view on the public value created by the school. Effectiveness could best be measured by the flow of students entering the second year of education (DUO, 2016). Quality of the schools is mapped by the inspectorate (Onderwijsinspectie,

2016). Their external judgement gives us a comprehensive view of the quality. In order to measure legitimacy we use the general student opinion (Keuzegids, 2016).

We choose to combine the three aspects effectiveness, legitimacy and quality into one numerical outcome of public value. Effectivenss, legitimacy and quality are thus included in one condition. They receive equal weight because we see them as equally contributing to the outcome public value. The maximum score could be 3 out of 3, and the lowest score 0 out of 3.

Effectiveness is measured by the percentage of students who received their diplome in a year, from the total group of students who has left the school in that year[4]: the average score across the twelve schools on flow of students was 76,1%, the highest score was 82,7% and the lowest score was 67,5%. The standard deviation is 6,1%. When we translated these scores into fsQCA set membership, we choose for the scores under 70 to be totally out of the set (0), the scores between 70 and 76,1 to have a membership of 0,3 and scores between 76,2 and 82,1 to have a membership of 0,6. Scores from 82,2 achieve a 1. Outcomes are displayed in Table 3: public value score per school.

Quality is operationalised as the judgment of the inspection: five of the twelve schools received a remark from the inspection on the quality of the education. From these five schools, two schools have more than one educational program with low quality. Three schools have just one educational program with low quality. We translated these score into fsQCA by stating that schools with two or more educational programs with low quality have a membership of 0.3, schools with 1 educational program with low quality have 0.6 set membership and schools with no remarks from the inspection receive full membership (1).

Legitimacy of schools would ideally be measured involving opinions about stakeholders like students, councillors of municipalities and employees of local businesses. However, due to limits in time legitimacy is measured using public accessible data about student opinions. Students from all schools gave their opinion about several aspects of the educational program. The average score across the twelve schools is 58,1. The highest score is 65,5, the lowest 52. The standard deviation is 6,7. Schools which score 53,4 or lower receive no membership (0), schools with scores in the range of 53,5 until 60,2 receive 0,3 membership and schools in the range of 60,3 until 67 receive membership of 0.6. Schools with scores of 67,1 or higher receive full membership (1).

Then we combined the outcomes of these separate aspects of public value. We did not use the averages here, but interpreted the data on the basis of membership. Cases with scores of 0.6 or higher are counted as member (1), cases with 0,3 or lower are counted as non-member (0). For example the combination of (0,6) (0,3) (0,3) received a total public value number of 0.3, because two of the three aspects fall out of

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[4] In Dutch: Het diplomaresultaat; het aandeel van de instellingsverlaters in een schooljaar dat een diploma heeft behaald tijdens het verblijf op de instelling.

the set. The combination (0,6) (0,6) (0,3) received a total public value number of 0.6, because two of the three aspects are members of the set.

Table 3: public value score per school

School	Effectiveness	Quality	Legitimacy	Total public value
A	0.3	1	0.3	0.3
B	0.6	0.6	0.3	0.6
C	0.6	0.3	0.3	0.3
D	0.3	1	0.6	0.6
E	0	0.3	0	0
F	0.6	1	0.6	1
G	0.6	1	0	0.6
H	1	0.6	0.6	1
I	0	1	0.3	0.3
J	0.6	0.6	0.6	1
K	0	1	0.6	0.6
L	0.3	1	0.3	0.3

X and Y plots show no notable correlations between the different aspects of public value. Highest correlation is between effectiveness and legitimacy; 0,26.

4. Qualitative analysis

Before plotting the data (chapter 5) and the fsQCA analysis (chapter 6), we present a qualitative analysis that is based on the interviews to explore the mechanisms between the activities and public value. First we elaborate on the findings about the four different activities, starting with philosophical work and ending with managerial work. Then we look at the different combinations of activities that the cases show.

4.1. The four activities

Philosophical work was addressed in all the interviews. In the interviews the topic 'main purpose of the school' was omnipresent although the managers' opinion of what the main goal is, differed. One manager talked about a triple mission: *"We educate students for the labour market, we take care that our students are well prepared for entering that labour market. That is our public value. We also educate for further education, like higher professional education. And we educate them to be proper citizens. This triple mission of labour market, higher education and proper citizenship is written down in legislation."* (Manager school A). Another manager also focuses on emotional feelings as important value, like feeling at ease: "*The main goal of our schools is taking care of the education of students,*

with the purpose to deliver them to the labourfield or higher professional education. And besides this it is important that they feel at ease at school. Thirdly, we prepare them to be self-reliant in society." (Manager school C). The manager of school D included businesses when he described public value: *"In essence, we try to empower students for their future profession or higher education, and to make businesses stronger by supplying good qualified employees."* (Manager school D). One management assistant explained how the manager succeeded in involving the opinion of employees in the new vision: *"Many employees were involved in the creation of the strategy, and a cross-section of the organisation was present in the organisated working groups."* (Management assistant school C).

Political work is the most important condition for public value. Managers consider political work as an essential part of their job, and they all named the most relevant stakeholders in the interview. Their function is to represent the school, so keeping up a business network is an important skill: *"I invite business relations to football games, and we discuss in the hour before the match what they did with our input."* (Manager school H). Nine managers name the same type of stakeholders in the interviews: students, employees, companies and the government. One of the managers added a layering to this: *"My first priority is to ensure the quality of the education, and that students and employees enjoy being here. After that, the region becomes important, and then the national level."* (Manager school F). Manager of school C highlighted the important role of the province, manager of school H mainly saw businesses as stakeholders and manager of school K said that *"In fact, a stakeholder is someone who, for one reason or another, benefits from knowing how well the organisation performs."*

The activity 'technical work' was less represented than managerial work. The main performance indicators are important, also for the inspection, and schools almost do not change them. Examples of performance indicators are numbers about student and employee satisfaction, absenteeism, early school leavers, flow of students to the second year and the number of students who graduated. Most of these measurements have been unchanged for a long time. An exeception of a school that recently changed these indicators is school B. This manager said about designing operational measures: *"There have been changes in what we measure. We have been getting better in measuring. In the past, we highly valued what the inspection was measuring. Now we have our own ambition about what we want to measure."* (Manager school B).

In the interviews the managers liked to talk about how to translate measurement into a management performance system. In the fsQCA there was no room to display the conflicting perspectives on this. Seven managers are opponents of using numbers. Five managers are not in favour of numbers, and think the context of the number is more important than the number itself. One manager stated that *"in the educational sector, we are not very good in monitoring. Education is characterized by words, plans, but not by numbers."* (Manager school C). Another respondent said: *"Monitoring is incredibly important, and we spend much time on this. However, it is not one of the essential things in life, if you get what I*

mean. Other things, like behavior, culture, long term vision and talking about development are much more important. The function of monitoring is to make sure things work out as you meant, whether there is progress and to detect risks." (Manager school C). The opponents think numbers are useful but definitely not leading, for example manager of school A: "*I think it is important to have a monitor- and measurementsystem. However, you should not overestimate the systems. There is always a truth behind the numbers.*" (Manager school A).

Regardless of being a proponent or opponent, all managers are spending time on monitoring outcomes. Most organisations have fixed meetings in which they discuss the monitoring: "*The system is designed in such a way that the data can give input for the quarterly meeting between me and the directors. One of the controllers is present at this meetings too, and we speak about the results.*" (Manager school F).

Managerial work also includes convincing employees about what kind of outcomes should be highly valued. Some managers were more active in this than others. Two managers named 'putting trash in a bin to keep the school clean' as a value that they would like to propagate. Several managers ensure that employees have the same goals by involving them into the process of goalsetting. The managers joined breakfast- and lunchsessions with employees where they jointly brainstormed about new goals. (Management assistant school G, Manager school F). Managers use several moments during the year to speak to employees. *"People know where to find her, she is very accessible. And we have the opening of the year, that is a meeting where she expresses appreciation towards the employees. Once a year we have a staff day, and she always begins with a speech at that event."* (Management assistant school B).

4.2. Combinations of activities

By looking at the three cases in which managers only combined two activities, we see that they all made a different combination of activities. The manager who combined managerial and technical work emphasized that he received updates about the numbers on registration of new students and the deregistration of students (Manager school L). The manager who combines managerial and political work said that if he had one day extra, he would visit teams. However, now his time is mostly filled with external meetings (Manager school I). When combining managerial and philosophical work, the manager said: *"Naming which public value should be realized is not something you do when you are alone in the evening. That happens when you are interacting with others. You try to think about the things that could be done differently. It also has to do with societal change."* (Manager school C).

In some cases in which managerial, technical and philosophical work are combined, the managers pay less attention to policital work. In case D, the manager is only once in the 2,5 years actively involved in the advisory board of businesses. Compared to other managers this is quite a low intensity of contact. As will be confirmed by the fsQCA, paying attention to political work increases public value. This is also visible in the cumulative scale (see Figure 2: conditions on a scale): case B, F, G, H, J and K include political work and score high on public value. Case E is an exception to this.

5. Scale and Venn diagram

Before the fsQCA analysis, we made the relation between the managers' activities and the created public value visible using both a cumulative scale and a Venn-diagram. We added the different combinations of activities to the scale on the X-axis, and the public value on the Y-axis (see Figure 2: conditions on a scale). By doing this, we see that the cases with the highest public value are cases with a combination of at least three activities, with the exception of case E where the public value is 0. However, by looking at the other cases we can conclude that managers who execute more than two activities outrival managers who only pay attention to two activities. Also, the cases with a public value of 1 are the cases where the manager pays attention to managerial, political and philosophical work (case F) and in addition technical activities (case H and J). The cumulative scale shows that managerial and technical activities could be absent, while philosophical and political work is present. This contradicts the conclusion of Douglas & Noordegraaf (to be published) who stated that "only those managers which had done the technical and managerial work would get to the philosophical and political work as well." (p. 25)
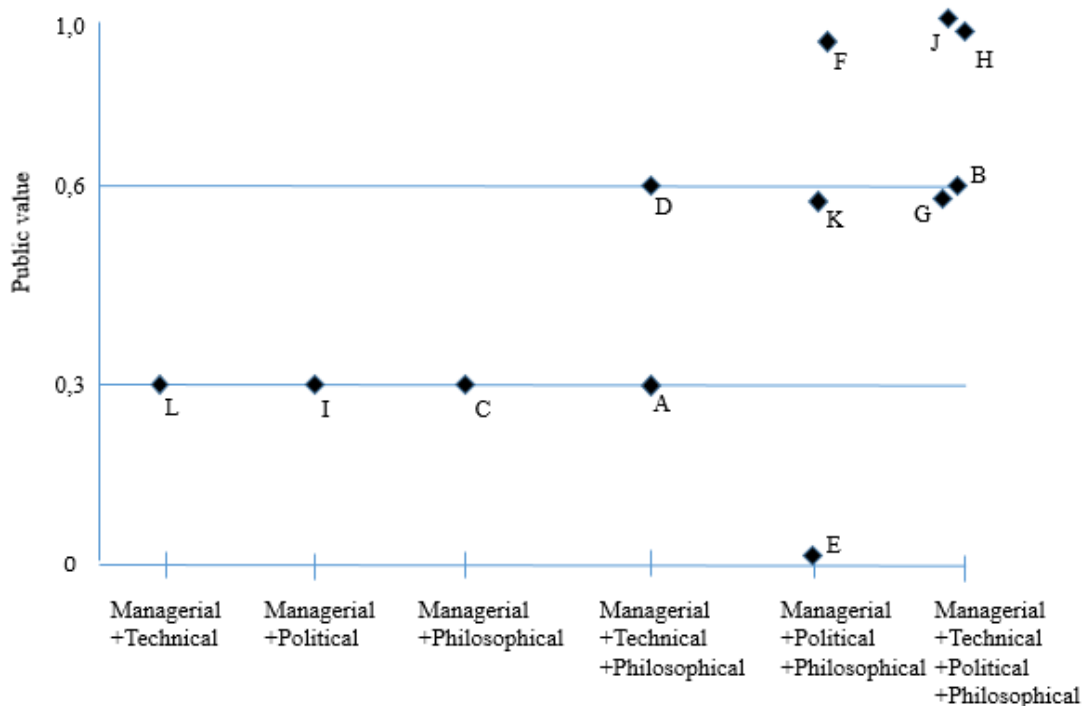
Figure 2: conditions on a scale

Figure 3: conditions in a Venn diagram shows us the distribution of cases over the wide range of possible combinations of conditions. The diagram shows us clearly that most cases are a combination of at least three conditions (case E, F, and K), perferably four (case B, G, H, J). Only three cases (case C, I, and L) are combinations of two conditions, and remarkably they score lower on public value (0,3).
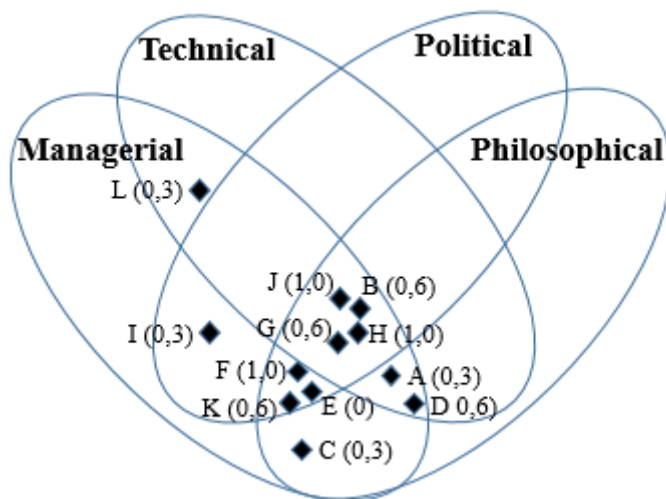
Figure 3: conditions in a Venn diagram

Our expectation is that when managers pay attention to all four activities, the public value of the schools is higher. This expectation can be confirmed by looking at the scale and diagram: managers who only pay attention to two activities are in charge of schools who create less public value. Political work is present in 8 of the 12 cases, and this reflects the conclusion of Torenvlied, Akkerman, Meier & O'Toole (2013) who studied the activities of Texan school leaders and concluded that networking is a very important activity of managers. By looking at the scale and diagram, our expectation of necessity between activities cannot be confirmed. It seems that managers do not need to execute managerial and technical work first, before they are able to execute political and philosophical work. This expectation is also tested in the next chapter.

6. Results fsQCA

6.1. Necessary conditions and truth table

In the analysis, the main question is whether the execution of managerial activities indeed affects public value. We are also interested in whether managerial and technical activities are more important than political and philosophical activities. The analysis shows us a pattern amongst the occurrence of the different activities.

Previous research by Douglas and Noordegraaf (to be published) indicates that there is a certain strong relationship of necessity between the activities. Our expectation is there is a certain kind of necessity between the activies. In order to reach high public value, the basic activities of technical and managerial work need to be complemented by both political and philosophical activities. Firstly, we tested the necessary conditions (see Table 4: analysis of necessary conditions).

Table 4: analysis of necessary conditions

	Consistency	Coverage
Managerial work	0.94	0.67
Technical work	0.68	0.73
Political work	0.85	0.77
Philosophical work	0.64	0.72

Notes: coverage represents the proportion of cases covered by a specific path. Consistency represents the degree to which the fuzzy-set membership scores of the cases in the given configuration of conditions are sufficient for the outcome (Verweij, Klijn, Edelenbos & Van Buuren, 2013, p. 1047).

The condition with the highest consistency score is managerial work (0.94), but remarkably this condition covered a relatively small part (0,67) of the produced public value. Technical work is 0.68 consistent with delivering public value, and a large part of the cases (0.73) is covered by the presence of technical activities. Because managerial work is present in all paths (see Table 5: truth table), and has a consistency above 0.9 and a coverage above 0.5, we consider this condition as a necessary condition. However, since this condition predicts both high and low public value (see the next analysis: absence of public value), we need further research how to interpret this condition. For now, this condition does not say much about the presence of public value. This is remarkable, since previous research indicated that managerial work is an essential activity for public value (Douglas & Noordegraaf, to be published). Political work shows a high consistency and the highest coverage. Philosophical work is less consistent.

6.2. *Analysis of the presence of public value*

The truth table (see Table 5: truth table) generated by the program FS/QCA shows the distribution of the twelve cases across all logically possible configurations. Because of the low number of cases, the frequency threshold was set at 1, and the configurations with no cases are thus removed. In order to eliminate the configurations with low consistency, we set the cutoff consistency value at 0.84. The standard value is 0.80, but in order to have a more specified analysis, a higher value is used here (Skarmeas, Leonidou & Saridakis, 2014). Because of the higher value, one row in the truth table is coded with 0 instead of 1 on the outcome. Now, only two of the six combinations are selected as contributing to the outcome. This makes the analysis more specific.

Table 5: truth table

Conditions				N	Outcome	Consistency			Cases
Managerial	Technical	Political	Philosophical		O	Raw	PRI	~public value	
1	1	1	1	4	1	0.902	0.86	0.51	B, G, H, J
1	0	1	1	2	1	0.84	0.70	0.62	E, F, K
1	0	1	0	2	0	0.82	0.67	0.63	I
1	1	0	0	2	0	0.76	0.46	0.79	D, A
1	1	0	1	1	0	0.68	0.40	0.79	C
1	0	0	1	1	0	0.65	0.36	0.80	L

The analysis of conditions (consistency cutoff: 0.84) revealed the important role of philosophical and political activities (see Table 6: solution from the fsQCA). The combination of managerial, political and philosophical work explains six cases and is 0.88 consistent in the complex and intermediate solution. Consistency represents the degree to which the fuzzy-set membership scores of the cases in the given configuration of conditions are sufficient for the outcome (Verweij, Klijn, Edelenbos & Van Buuren, 2013, p. 1047). In this case the consistency is below 1.0, which means that the combination of activities covers one or more cases that do not display the outcome. This could be caused by case K (school 11), this case included managerial, political and philosophical work and a score of 0.6 on public value but is not explained by this specific path. In the parsimonious solution managerial work is dropped, the same six cases are explained but the consistency is a bit lower at 0.81. The analysis also shows an absence of technical activities.

Table 6: solution from the fsQCA

	Complex and intermediate solution	Parsimonious solution
	Managerial Political Philosophical	Political Philosophical
Cases explained	B, E, F, G, H, J	B, E, F, G, H, J
Cases not explained	A, C, D, I, K, L	A, C, D, I, K, L
Raw coverage	0.64	0.64
Unique coverage	0.64	0.64
Consistency	0.88	0.81
Solution coverage	0.64	0.64
Solution consistency	0.88	0.81

Frequency cutoff: 1.0, consistency cutoff: 0.84. Notes: frequency cutoff is the minimal number of cases that a truth table row has to include in order to be included in the analysis (Legewie, 2013). Raw coverage represents the proportion of cases covered by a specific path. Unique coverage represents the proportion of cases covered by the path only. Consistency represents the degree to which the fuzzy-set membership scores of the cases in the given configuration of conditions are sufficient for the outcome (Verweij, Klijn, Edelenbos & Van Buuren, 2013, p. 1047).

According to this analysis, it turns out that political and philosophical are the most important conditions for public value. The next analysis (see Table 7: solutions for absence of public value) on the absence of public value will show which conditions predict public value to be absent.

6.3. Analysis of the absence of public value

As stated before, fsQCA provides not only cases which explain the presence of the outcome, but also the absence of the outcome. The absence of political work explains to a high extent the absence of public value, 0.81 consistent. The combination of the presence of managerial, technical and the absence of political conditions is 0.81 consistent with the absence of public value. The presence of managerial, philosophical and absence of political conditions is 0.85 consistent with the absence of public value. The parsimonious and intermediate solutions indicate that the absence of political condition is 0.79 consistent with the absence of public value. In this analysis we see that when political work is absent, public value is absent too.

Table 7: solutions for absence of public value

	Complex solution path 1	Complex solution path 2	Parsimonious and Intermediate solution
	Managerial Technical ~Political	Managerial ~Political Philosophical	~Political
Cases explained	A, D, L	A, C	D, A, C, L
Cases not explained	B, C, E, F, G, H, I, J, K	B, D, E, F, G, H, I, J, K, L	B, E, F, G, H, I, J, K
Raw coverage	0.48	0.41	0.69
Unique coverage	0.20	0.13	0.69
Consistency	0.81	0.85	0.79
Solution coverage	0.61	0.61	0.69
Solution consistency	0.85	0.85	0.79

Frequency cutoff: 1.00, consistency cutoff: 0.78. Notes: raw coverage represents the proportion of cases covered by a specific path. Unique coverage represents the proportion of cases covered by the path only. Consistency represents the degree to which the fuzzy-set membership scores of the cases in the given configuration of conditions are sufficient for the outcome (Verweij, Klijn, Edelenbos & Van Buuren, 2013, p. 1047).

From the two analyzes we can conclude that political work is the activity that individually best predicts the presence of public value. However, political work needs to be combined with other activities to gain a high outcome: a high public value creation.

6.4 Separate analysis of legitimacy, quality and effectiveness

The analysis of the separate elements of public value; legitimacy, quality and effectiveness, is not providing extra relevant information. In the parsimonious solution for the outcome legitimacy, the legitimacy score of D, K, I and L is explained by the abscene of philosophical activities. The parsimonious solution explains the presence of technical activities and a high outcome of quality (cases A, D, B, G, H, J, L). Effectiveness is explained by the combination of managerial, political and philosophical activities (case B, E, F, G, H, J).

7. Conclusion and discussion

In this study we aimed to find out which combinations of managers' activities are necessary or sufficient for public value. Our belief in the combined effect of activities is based on the theory of Moore (2013). According to Moore, managers need to pay attention to all four managerial activities in order to create public value. A method that takes combined effects of different conditions in consideration is qualitative comparative analysis (QCA). In this study we used these activities as conditions in the fuzzy set QCA, and public value as outcome.

The analysis shows three important outcomes. Firstly, political work has a large influence on the creation of public value. However, political work alone is not sufficient for creating value. Only by the combination of political work and other activities, value can be created. When a manager executes political activities, it is 85% sufficient for the outcome. For 77% of the cases, political work indeed led to higher public value. Managerial work is a necessary condition. However, in this analysis, the condition does not predict the presence of public value. The other two activities, technical work and philosophical work, are not necessary conditions.

Secondly, our expectation that technical and managerial work need to be executed, before political and philosophical work is executed is not confirmed: technical activities are not necessary conditions for public value, and managerial activities are conducted by managers in organisations with both high and low public value. All in all, political work is the most important driver of effective managerial value creation. However, from this analysis we cannot conclude that political work alone increases value creation. All in all, political work together with two or three other activities does indeed increase value creation.

Thirdly, the cumulative scale and Venn diagram showed us the importance of executing multiple activities. From these scales we can conclude that executing at least three activities is beneficial for the outcome of the organisation: the public value. The four activities can be seen as building blocks for

public value. From the seven cases with the highest score on public value, only one was lacking political work. In the other six cases political work was included.

Returning to the debate about Public Value Management, we can conclude that most managers indeed executed multiple activities. They can be seen as *public value managers*. The four activities as distinguished by Moore (2013) are the building blocks of public value; political work is the most important activity that the manager has to execute.

This study also has its pitfalls. First of all, in this study the management activities only relate to the top manager of the organisation. However, he or she is not the only employee who affects the performance management system. Further research on the roles different members of the board and middle-managers is needed. Secondly, the effect of the activities on a performance management system remain a so called 'black box'. Further research is needed to explain the (causal) relation between activities and a performance management system.

Thirdly, there is only one researcher involved in this research. This entails that the data was coded by the same person. This could have affected the reliability of the data. Fourthly, public value is measured quantitively in this study. Ideally, the public value is determined by using the opinions of different stakeholders of the school instead of using numbers. However, this study was limited in time and therefore there was no room for interviews with stakeholders about public value. Another pitfall is the low level of detail of one of the dimensions of public value: the judgement of the inspection. The majority of the cases had a positive judgement of the inspection, which led to a full membership score (1).

Sixthly, technical activities turned out to be difficult to grasp in the interviews. The low consistency of this condition could be caused by this. Furthermore, although the cases are a good sample of the population of schools in the Netherlands, some regions in the Netherlands were underrepresented, especially the three Northern provinces. Also, one of the aspects of public value creation that this study does not adress is the issue of value creation over time. We did not incorporate time-effects in this study, nor is this study a longitudinal study.

About the validity of the results of the fsQCA we can conclude that the results are valid, but case E showed an abnormal pattern. In this case the manager executes managerial, political and philosophical activities. However, in contrast to the other cases in which these three management activities are executed, the school scores a zero on public value. The reason for this could be found in the fact that the school was managed by a different board before. The current manager is an interim manager who has the task to improve the school's performance. This process is time-consuming and therefore the link between the effort of the manager and the currently low public value can be explained.

Further research could have a longitudinal character, starting at the moment when the manager gets appointed until for example five years after his appointment. By showing the changes over years, the influence of the manager can better be measured. Also, the condition 'managerial work' needs further research to conclude whether this condition is indeed a necessary condition. Besides the educational sector, other sectors could be studied as wel.

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Appendix 1: Code list

Philosophical work: explore the philosophical base for the values that are adopted in the organisation's mission.	
Regularity	Does the manager often pay attention to philosophical matters?
Quality	Do many people think along?
Ambition	Is the manager explaining what public value he adds, or just justifying what he does?

Political work: seeking for political consensus about the values that need to be created.	
Regularity	Is the manager active in maintaining business contacts?
Quality	Is his network a divers network?
Ambition	Is the network aimed at creating public value or just to look good?

Technical work: setting concrete goals to measure progress	
Regularity	Do you keep the measurement systems up to date?
Quality	Are the measurement systems correct?
Ambition	What is the goal of measuring?

Managerial work: integrating goals in the rating of lower-level managers and creating commitment of employees to these goals.	
Regularity	Does the manager pay attention to integrating goals and commitment?
Quality	Are employees satisfied?
Ambition	Is performance linked to concrete goals?

Appendix 2: Interviewtopics manager

Managerial	
Frequentie	Hoe wordt in de organisatie gemonitord?
Eigen informatie	Welke informatie krijgt u hiervan te zien?
Urgentie	Vindt u het belangrijk dat er een monitor en meetsysteem is?
Rol in organisatie	Welke rol speelt het meten van uitkomsten in de organisatie? Stuurt u middenmanagers aan op basis van de informatie uit de systemen
Medewerkers	Spreekt u wel eens tegenover uw medewerkers uit hoe u vindt dat de onderwijsinstelling maatschappelijke meerwaarde moet creëren?
Commitment medewerkers	Hoe stimuleert u medewerkers om dat doel ook voor ogen te hebben? Hoe creert u commitment aan deze doelen?
Tijdstip	Wanneer bent u hiermee bezig?

Technical	
Vertaling	Hoe probeert u abstracte doelen die u vindt dat de organisatie moet halen, te vertalen in concrete uitkomsten zodat daarop gemonitord kan worden?
Implementatie	Maakt u actief gebruik van de uitkomsten van monitoring?
Tijdstip	Wanneer bent u hier mee bezig?

Political	
Stakeholders	Welke stakeholders kent uw onderwijsinstelling?
Frequentie contact	Hoe vaak spreekt u hen?
Frequentie andersdenkend	Hoe vaak komt het voor dat stakeholders anders denken over welke maatschappelijke meerwaarde uw organisatie moet realiseren?
Relatie	Hoe gaat u om met verschillende opvattingen daarover?
Tevredenheid	Probeert u ervoor te zorgen dat deze verschillende stakeholders allemaal tevreden zijn over de maatschappelijke meerwaarde die uw organisatie creëert?

Tijdstip	Wanneer komt het vooral voor dat u hiermee bezig bent? Bij welke activiteiten of op welke momenten?

Philosophical	
Realisatie	Benoemt u wel eens voor uzelf welke maatschappelijke meerwaarde u zou willen dat deze onderwijsinstelling realiseert?
Tijdstip	Wanneer bent u bezig met het uitdenken welke waarde deze onderwijsinstelling zou moeten creëren in de maatschappij?
Visie en strategie	Hoe vertaalt u deze waarde in een visie en strategie?
Stakeholders	Hoe zorgt u ervoor dat stakeholders betrokken blijven bij de realisatie van maatschappelijke meerwaarde?

Appendix 3: Interviewtopics management assistant

Managerial	
Monitoring	Is de voorzitter bezig met hoe er gemonitord wordt in de organisatie?
Informatie	Welke informatie uit monitor systemen krijgt de voorzitter te zien?
Urgentie	Heeft u het idee dat de voorzitter vindt dat het belangrijk is dat er een monitor en meetsysteem is?
Rol in organisatie	Heeft u het idee dat het meten van bepaalde doelen en uitkomsten een belangrijke rol speelt binnen de organisatie? Stuurt de voorzitter het management aan op basis van deze informatie?
Medewerkers	Spreekt de voorzitter wel eens uit tegenover de medewerkers hoe hij vindt dat de onderwijsinstelling moet presteren?
Commitment medewerkers	Hoe stimuleert de voorzitter medewerkers om dat doel ook voor ogen te hebben?
Tijdstip	Wanneer is de voorzitter hier vooral mee bezig?

Technical	
Implementatie	Heeft u het idee dat de voorzitter actief gebruik maakt van de uitkomsten van monitoring?
Tijdstip	Wanneer bent de voorzitter hier vooral bezig om deze managementinformatie te verwerken?

Political	
Stakeholders	Met welke externe partijen heeft de voorzitter regelmatig contact?
Frequentie contact	Spreekt de voorzitter hen vaak?
Relatie	Heeft u het idee dat deze partijen anders denken over de huidige doelen van de onderwijsinstelling heeft?
Overtuigen	Hoe vaak probeert de voorzitter deze verschillende stakeholders te overtuigen van deze doelen?
Tijdstip	Wanneer komt het vooral voor dat de voorzitter hiermee bezig is? Bij welke activiteiten of op welke momenten?

Philosophical	
Realisatie	Benoemt de voorzitter wel eens dat hij/zij nadenkt over hetgeen dat hij/zij belangrijk vindt dat de onderwijsinstelling bereikt?
Tijdstip	Wanneer is de voorzitter bezig met het uitdenken welke waarde deze onderwijsinstelling zou moeten creëren in de maatschappij?
Visie en strategie	Heeft u zicht op hoe de voorzitter dit vertaalt in de visie en strategie?