Department of Human Resource Management

An Exploratory Study on the Impact of New Public Management Inspired Change on Work and HRM in the Irish Nonprofit, Voluntary and Community Sector

by

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Signed: ....
        Patrick P O'Rourke

Date: ....
        21st August 2018

Dedication

To the Life and Memory of My Beloved Mother,

Peig

18th June 1923 to 21st August 2017

Time may come and time may go
But I go on for ever

My Alpha and My Omega

A woman on loan from 'Pallashill'
A woman on loan from God

Ní bheidh a leithéid ann arís

" AN EXPERIENCE MUST RUN COUNTER TO EXPECTATION IF IT IS TO DESERVE THE NAME EXPERIENCE "

HEGEL

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To my only sister, Mary, for her love, support and encouragement throughout all my encounters with academia.

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ABSTRACT

The Irish Nonprofit Voluntary and Community Sector (NPVCS) is a growing and critical part of the socio-economy. However, there is a lack of understanding of the dynamics of change in this third sector which merits investigation. This study explores such change, particularly around work and people management at a time of unprecedented turmoil in the macro environment and in the institutional and policy landscape. One of the biggest catalysts for change has stemmed from New Public Management (NPM), which has infiltrated the sector through the sector's growing dependence on the State for funding and service contracts. Empirically, this creates the warrant for the study which explores the dynamics of this change in the neglected context of the Irish NPVCS. Theoretically, the study expands our understanding of the NPM construct under austerity. The study gives a nuanced picture of the realities and contradictions of a sector in transition from a traditionally benevolent model of a charity to that of a commercial like business, whilst still trying to retain and uphold its original values, ethos and mission.

There is a paucity of research on work and HRM in the Irish NPVCS and this study addresses the knowledge gap by exploring the nature and extent of NPM inspired change via a theoretical framework which includes environment-organisation analysis, institutional, resource dependency and strategic choice theories. The employee perception and reaction to such NPM inspired change is captured via the development of a unique conceptual framework that incorporates the psychological contact, commitment and OCB. This model tests the employee reaction to NPM inspired change through a number of research hypotheses, while the moderating effect of the voluntary sector ethos (VSE) is examined to determine its presence and impact.

This empirical study pursued a mixed method, multi-level inquiry in two case study organisations in the Irish Physical and Sensory Disability (PSD) sub-sector using qualitative interviews and an on-line survey instrument. The findings indicate that both case study organisations have experienced significant NPM inspired change. This has had a strategic, operational and cultural impact on both organisations, particularly in how they manage work and people, which is consistent with the extant literature. Surprisingly, the employee perception and reaction to such change has been mixed but remains relatively positive on a number of barometers, with the proffered explanation partially residing in the VSE and partially in the collective solidarity of a sector and nation in crisis survival mode. The adoption of NPM change by choice and by necessity has been a moderated process in which both organisations to varying degrees, have still managed to retain and preserve core elements of their VSE and values but not without some tensions and contradictions. The outcomes of this research have lessons for practitioners, leaders and policy makers in the sector and in HR and signals fertile areas that warrant future academic research.

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List of Abbreviations and Acronyms

ASL	Assisted Living Service (Home Help)
CEO	Chief Executive Officer
CIPD	Chartered Institute of Personnel Development
CRA	Charities Regulatory Authority
CCT	Compulsory Competitive Tendering
ECB	European Central Bank
EFQM	European Foundation for Quality Management
EQUIS	European Quality Improvement System
EU	European Union
EIQA	Excellence Ireland Quality Association
FEMPI	Financial Emergency Measures in the Public Interest Acts 2010 & 2013
FETAC	Further Education and Training Awards Council (now under Quality and Qualifications Ireland (QQI)
FTE	Full Time Equivalent
GFC	Global Financial Crisis
GR	Great Recession
GDP	Gross Domestic Product
HSE	Health Service Executive
HR	Human Resources
HRM	Human Resource Management
HRIS	Human Resource Information System
IC	Ideological Contract
IOCB	Individual-Organisational Citizen Behaviour
IMF	International Monetary Fund
IMPACT	Irish Municipal, Public and Civil Trade Union
IR/ER	Industrial/Employee Relations
HIQA	Health Information and Quality Authority
KPI	Key Performance Indicator
MNC	Multi National Corporation
N/A	Not Applicable
NPM	New Public Management
NPVCS	Non-Profit Voluntary and Community Sector
NPVCSO	Non-Profit Voluntary and Community Sector Organisation
NGO	Non-Governmental Organisation
NP	Non/Not For Profit
OT	Occupational Therapy
OECD	Organization for Economic Cooperation and Development
OCB	Organisational Citizen Behaviour
OOCB	Organisation-Organisational Citizen Behaviour
PA	Personal Care Assistant
PMS	Performance Management System
POM	Personal Outcomes Measure
PSD	Physical and Sensory Disabilities
PCA	Principal Component Analysis

PC	Psychological Contract
PSE	Public Sector Ethos
Q Mark	Quality Mark
RDT	Resource Dependency Theory
RPC	Relational Psychological Contract
ROC	Recreation and Outreach Centre
S.39	Section 39 Organization under the Health Acts 1953-2004
SIPTU	Services, Industrial and Professional Trade Union of Ireland
SLA	Service Level Agreement
SLT	Speech and Language Therapy
SME	Small and Medium Enterprises
SMT	Senior Management Team
SMI	Strategic Management Imitative
SORP	Statement of Recommended Practice in Accounting
SPSS	Statistical Package for the Social Sciences
TPC	Transactional Psychological Contract
TU	Trade Union
TUPE	Transfer of Undertakings Protection of Employees
Troika	EU+ECB+IMF
UK	United Kingdom
US	United States
UN	United Nations
VSE	Voluntary Sector Ethos
VSO	Voluntary Sector Organisation
WTE	Whole Time Equivalent

Chapter 1
Introduction

Chapter 1: Introduction

1.1 Introduction

This chapter introduces the topic of the study, namely 'An Exploratory Study on the Impact of New Public Management Inspired Change on Work and HRM in the Irish Nonprofit, Voluntary and Community Sector'. It explains how it came to fruition and why it merits investigation. It establishes the context of the enquiry and positions it within the extant literature, helping to identify the distinctive gap in knowledge the study fills. This is achieved by deconstructing the thesis title into four research questions, which go towards addressing the core problem around understanding how New Public Management (NPM) inspired change has impacted work and Human Resource Management (HRM) in the neglected Irish Non-Profit Voluntary and Community Sector (NPVCS). The research design and method utilised in this study is identified along with the potential challenges and limitations. Finally, it contours the unfolding chapter structure of the thesis and its argument thread.

1.2 The Research Idea

The genesis of this research idea grew initially from the researcher's previous experience of working as a Human Resource (HR) professional in the United Kingdom (UK) NPVCS as well as the public and private sectors in the UK and Canada. This experience sparked immediate comparisons between the three sectors. In particular, interest focused on what made the NPVCS different and distinctive and the subsequent implications of these differences on how it managed people, work and change. In looking for answers in the literature, there was a marked paucity of studies on the sector, on HRM in the sector and particularly on the Irish context, which triggered this journey of research and investigation.

1.3 The Research Setting: The Irish NPVCS

As the third sector, the Irish NVPCS has a long and rich history, growing from purely altruistic and volunteer roots, becoming a significant socio-economic force on the Irish landscape and a major employer and contributor to Gross Domestic Product (GDP), last measured at 8.6% which is above international norms (Donoghue 2001). In

response to economic, social and demographic needs, this sector has grown in scale, scope and diversity and now numbers close to 25,000 organisations (Charities Regulatory Authority (CRA) 2016). Yet, despite its size and significance, the sector is poorly understood and studied, both nationally and internationally (Donoghue *et al.* 1999b, Third Sector Impact 2015). It qualifies as a sectoral field for good reason, in possessing distinctive characteristics in terms of size, mission, service type, beneficiaries, employment profile, operating environment, culture and values. However, increasing sectoral convergence and shifting of boundaries with the emergence of a mixed economy of care, a growing culture of competition and contracting, value for money imperatives and most recently austerity pressures, bring the traditional sectoral label into question (Kramer 1998, Fanning 1999, Kramer 2000, Buckingham 2009, Hardill and Dwyer 2011, Terry 2011, Department of Health 2012, Heres and Lasthuizen 2012, Cunningham and James 2014). Contextual, sectoral and sub-sectoral difference is important in trying to understand and analyse the field and the inhabitating organisations. Accordingly, context must be taken into consideration in any research as it colours the inquiry and findings (Bryman *et al.* 1996), especially when it involves work and people (Calveley and Shelley 2002, Akingbola 2013a, Parry and Tyson 2013). The two-case study organisations which are the focus of this study are drawn from the Physical and Sensory Disability (PSD) subsector, which also has its own unique set of contingencies and institutional logics (Knutsen 2012).

1.4 The Literature

Over the last two decades, there has been a slow but incremental recognition of the attractiveness of studying the NPVCS, generating new interest and an increasing body of literature. This is captured in dedicated peer review journals as well as an increasing number of special issues assigned to the sector in more mainstream journals (Cunningham 2001b, Powell 2006, Taylor 2010, Bartram *et al.* 2017). This attractiveness stems from the growth in size, scope, diversity and sophistication of the sector, creating more complex and evolved organisations (Kramer 2000, Billis 2010). The sector has become more professional, business-like, market facing, innovative and creative with the emergence of social enterprises and micro-enterprises (Eikenberry and D. 2004, Hwang and Powell 2009, Di Zhang and Swanson 2013, King 2016,

Mohan and Breeze 2016, Needham *et al.* 2016). Its growing relationships with other stakeholders within civil society has also ignited interest. In particular, its relationship with the state has generated a new stream of literature on the delivery of public services by non-profits and specific policy instruments such as compulsory competitive tendering (CCT)/contracting, commissioning, compacts, co-production, personalisation/individualisation and the emerging fourth sector (Morison 2000, Osborne and McLaughlin 2004, Brandsen and Pestoff 2006, Cribb 2006a, King and Meagher 2009, Cunningham and James 2011, Cunningham and Nickson 2011, Glasby 2012, The Fourth Sector Network 2012, Alford 2014, Bode and Brandsen 2014, Needham and Glasby 2014). Underpinning such initiatives was a neo-liberal rethinking on public service delivery, incorporating principles of greater voice, choice and competition and aspiring to create a market like dynamic of allocative efficiency similar to Adam Smith's original 'invisible hand' (Le Grand 2007).

Analysis of the evolving state-sector relationship and its impact has drawn on a variety of explanatory frameworks, theories and constructs. These include environment-organisation theory (Harris 2001), resource dependency theory, institutional theory and isomorphism, government support theory and labour process theory (Baines 2004a, Hemmings 2013, Lecy and Van Slyke 2013, Seo 2016, Cunningham and James 2017). It also refers to the regulatory state, regulatory capitalism and labour market paradigms as well more economic based theories such as market failure and transaction and social costs (Salamon 1987a, Lessig 1998, Arup 2006, Steinberg 2006, Braithwaite *et al.* 2007, Wright 2009, Wright 2011b). The literature has also focused on NPM and how this public-sector management philosophy and its many facets has become a vehicle for change within the NPVCS (Hood 1991, Savoie 1995, Ferlie *et al.* 1996, Morison 2000, Lapsley 2008, Baines and Cunningham 2011, Kiwanuka 2011, Hemmings 2013, Wynen and Verhoest 2013, Cunningham and James 2017). NPM continues to remain relevant and this study provides an opportunity to observe its evolution in an Irish context and under extreme conditions of austerity (Hyndman and Lapsley 2016).

Our understanding of work and HRM in the NPVCS is equally underexplored. Nevertheless, the surge in interest as outlined above has naturally stimulated a corresponding interest in voluntary sector HRM, particularly around tracing the impact of such new state-sector, purchaser-provider relationships on people and their work (Cunningham 2010b, Bartram *et al.* 2017). The growing body of literature looks at issues such as HRM generally in the sector, the HR function and models, strategic HRM and its relationship with Government (Cunningham 1999, Rodwell and Teo 2004, Taylor and McGraw 2006, Cunningham 2010b, Baines *et al.* 2011b, Kiwanuka 2011, McCandless 2011, Burke and Cooper 2012, Ridder *et al.* 2012a, Ridder *et al.* 2012b, Akingbola 2013b). It also examines how it manages change, resourcing, reward management, performance management and employee relations (Ball 1992, Hallock 2000, Kellock *et al.* 2001, Barnard *et al.* 2004, Cunningham 2008a, Nickson *et al.* 2008, Parry and Kelliher 2009, Burt and Scholarios 2011, Manville and Broad 2012, Atkinson and Lucas 2013, Cunningham 2016). A research sub-stream of NPVCS HRM has emerged, adopting an employee level of analysis in terms of looking at the social cognitive impact of the reconfigured state-sector relationship on how workers think, feel and act via such constructs as the psychological contract (PC), commitment, Organisational Citizen Behaviour (OCB) and the Voluntary Sector Ethos (VSE) (Quigley and Hadaway 1999, Cunningham 2001a, Goulet and Frank 2002, Cunningham 2005, Cunningham 2006, Cunningham 2008b, Stirling *et al.* 2011, Schmidt 2012, Stride and Higgs 2014)

Current literature confirms the importance and complexity of the NPVCS and its evolving relationships with environmental actors, especially the state. However, it primarily relates to the UK, North America and Australia and remains a small corpus when compared to the private and public sectors. While there are strong similarities between the UK and Irish NPVC sectors, the latter is much smaller, less evolved and contains uniquely Irish characteristics in terms of history, politics, culture and context which merits investigation in its own right (Breen *et al.* 2009). Studies of the Irish NPVCS are limited, especially when it comes to HRM, although it is now encountering some of the same issues that previously confronted the UK sector in terms of social politics and policy instruments. Of the studies that do exist, themes such as social

enterprise (Punch 2012, Rhodes and Donnelly-Cox 2014), government relations (Donnelly-Cox and Cannon 2010, Donoghue and Larragy 2010) and the psychological contract (Conway and Monks 2008 , McDermott *et al.* 2012) are among the most notable. However, no previous study looked exclusively at NPM inspired change in the Irish NPVCS from a HR and work perspective and so its impact is not fully known. This allows the study to make a relevant and valuable contribution to understanding this burgeoning sector.

1.5 Research Gap and Distinctive Contribution

Every piece of new research strives to make a contribution towards greater understanding of a topic at various levels and to challenge embedded assumptions (Whetten 1989, Bartunek *et al.* 2006b). The principal theoretical contribution of this study lies in expanding and refining our understanding of the construct of NPM, specifically under conditions of an evolving dynamic relationship between the state and the NPVCS in an era of austerity.

At a contextual and empirical level, the study provides an important opportunity towards understanding NPM and change specifically in the Irish NPVCS. This is achieved via adopting different levels of analysis. The sectoral level analysis is focused on change that emanates from the sector's environment and in particular its relationship with a critical environmental actor, the state. It incorporates how the public-sector philosophy of NPM migrated to the sector and became the trigger for NPM inspired reforms. Examination of the organisational level looks at the impact of such change on people, work and HRM in the sector. The final level captures the employee reaction to such change. This multi-level analysis creates a complex and realistic picture of change in the sector, adding to our understanding of the sector for the benefit of practitioners, policy makers and academics in the field.

This study also makes a pre-emptive first cut development of a psychometric scale for the VSE and its application as part of an empirical study. The VSE has long been recognised as a unique feature of the sector but the construct has not been developed into a psychometric scale that could be used for empirical measurement. This study

takes a preliminary but significant step in developing such an instrument which may be used as a platform for further development and validation in later studies under different settings. The empirical testing of the moderation effect of the VSE provides a novel contribution in trying to establish the influence and strength of this key value within the NPVCS.

1.6 The Research Aim and Research Questions:

The big research question is broken down into four questions, which form the basis for the inquiry and serve as a framework to analyse and discuss the findings in Chapter 9. The four research questions are:

1a. What are the environmental and institutional forces of change that have shaped the evolution of NPM in the Irish NPVCS?

1b. How has this NPM inspired change infiltrated and impacted the Irish NPVCS?

2. How has this NPM inspired change shaped work and HR in the Irish NPVCS?

3. How have employees perceived and reacted to this NPM inspired change and why?

4. To what extent does the VSE moderate the employee reaction to this NPM inspired change?

1.7 Research Design: Mixed Methods Approach

The poorly understood phenomenon of NPM inspired change in the Irish NPVCS lent itself to an exploratory study as all the variables and implications of such change are not yet fully known. This has implications for epistemological and ontological stances on how best to access and make sense of this domain of inquiry. Greater diversity in the range of available research methodologies has seen a growing popularity and acceptance of mixed method approaches in management and organisation studies (Scandura and Williams 2000, Cameron and Molina-Azorin 2011). Compared to a mono method, a mixed methods approach increases the possibility of best capturing and matching the dynamic and complexity of organisational life and provides "empirical intricacy and rigour" (Molina-Azorin *et al.* 2017, p.179) painting a more complete picture of the phenomenon under investigation (Creswell and Plano Clark 2007, Molina-Azorin *et al.* 2017).

The chosen research strategy can be accurately described as a paradigm with an advanced mixed methods exploratory sequential design in a case study framework (Ivankova *et al.* 2006). In breaking this down, the line of enquiry was sequential in nature, commencing with the qualitative phase. The information gleaned from qualitative interviews was used to inform the next phase, the quantitative employee survey instrument. All of this took place within the parameters of the case study method, telling the story of two organisations in the Irish NPVCS as a limited representation of how NPM inspired change has impacted this sub-sector of PSD. Ultimately the research design is predicated on believing it best addresses the overall research aim and answers the research questions of the study.

1.8 Chapter Structure and Argument Thread

This chapter sets the scene and context for the study by identifying the principal research aim and questions and logically signposts the study's chapter progression. Chapter 2 commences the literature review process by investigating NPM and HRM within the NPVCS in an international and comparative context. It introduces a theoretical framework, comprising institutional, resource dependency and strategic choice theories to explain NPM migration. Chapter 3 focusses specifically on the Irish context and how the NPVCS has experienced and responded to NPM inspired reform. The individual employee experience of NPM inspired change is the focus of Chapter 4, explicating how employees in the sector perceive and respond to change. The latter is explored through the development of a conceptual framework which includes the PC, commitment, OCB and the VSE. This framework is used to develop the research hypotheses regarding employee reaction to NPM inspired change and the moderating effect of the VSE. Chapter 5 sets out a coherent research design and methodology, itemising the research methods and process used within this mixed methods study. It also identifies the limitations of the research and the ethical and procedural considerations. Chapters 6 and 7 present the qualitative findings from the two case studies from the PSD sub-sector, anonymised as *Alpha* and *Omega*. Both chapters trace the key milestones in the two organisations' evolution and how they have adopted NPM like changes on the road to becoming more formalised, standardised and business like and its implications for work and HRM. Chapter 8 draws on the data

gathered in the employee survey instrument to present the quantitative findings from the two-case study organisations. This includes addressing the research hypotheses including the moderation effect of the VSE. Chapter 9 discusses and analyses both sets of findings in order to identify and demonstrate how they answer the research questions and their links with the extant literature. Finally, Chapter 10 provides a summary of the findings and some conclusions around how NPM inspired change has impacted work and HRM in the Irish NPVCS. It also signals the relevance and application of its findings for stakeholders in the sector and for future research.

The central argument threading through these chapters is that of change, in this case NPM inspired change and how it progressively ripples from the environment to the sector to the organisation and finally to the individual employee with ramifications for work and people management along the way. This pathway sheds further understanding on the complexity of NPM as a concept, as a philosophy and as a practice. It also epitomises the fluid and dynamic nature of organisational interactions and its capacity to surprise which makes organisational research both interesting and challenging (Barley 2006, Bartunek *et al.* 2006b, Jonsen *et al.* 2018).

1.9 Conclusion

This chapter introduced the Irish NPVCS as the context and setting for the study. The low knowledge base of NPM inspired change within the Irish NPVCS created a research gap, which is partially filled by this study in providing a nuanced account of change and HRM in the sector while expanding our understanding of the employee response to such NPM inspired change and the moderating influence of the VSE. The research strategy chosen to create this new knowledge was with an advanced mixed methods exploratory sequential design in a case study framework. It is hoped that the findings generated by this study will be of interest to leaders and managers in the sector and by policy makers and academics in the wider domain.

Chapter 2
NPM and HRM in the NPVCS

Chapter 2: NPM and HRM in the NPVCS

2.1 Introduction

Chapter 1 introduced the nature and purpose of the study. In this chapter, NPM is defined and the complex relationship and dynamic between NPM reform, HRM and the NPVCS is explored. The genesis and composition of NPM and its international incarnations are examined, exploring how different models translate into practice in different jurisdictions. NPM inspired change is also introduced, examining how this new philosophy has become the catalyst for reform and change within the public sector and by association, the NPVCS. The latter's growing relationship with the state and the isomorphic spread of NPM to the sector is explained, utilising a theoretical framework of institutional, resource dependency and strategic choice theories. The implications of NPM for work and HRM within the NPVCS are also explored. This serves as a platform to critically examine the agency role of HRM in the NPM inspired change process. Finally, emergent models of work and HRM in the NPVCS resulting from NPM reform are discussed.

2.2 What is NPM

2.2.1 The Genesis and Evolution of NPM

Public administration and NPM as a research field has multi-disciplinary roots dating back to Woodrow Wilson's 1887 seminal essay on 'The Study of Administration' (Fry 1989). As a discipline, it has evolved in close parallel with organisation studies and political science and '*borrowed*' (Fry 1989, p.12) from other subjects in a struggle to find its parameters as a distinct field (Waldo 1956, Wright 2011a, Ni *et al.* 2017). The 1980s are often viewed as a watershed in administrative reform (Lynn Jr 2006). According to Caiden (1991), such reform was necessary as "inherited administrative systems were proving to be sluggish, inflexible and insensitive to changing human needs and novel circumstances" (Caiden 1991, p.1). Cohn (1997, p.586) argues that reform was instigated by a number of "push" and "pull" factors. The "push" towards reform was due to the creation of governance crises which sought to undermine the capabilities of the public sector and reframing crises within society to crises within

state functions. The "pull" factors were based on efforts to ground public activities on the principles of market economics, seeking cost efficiencies and pursuing greater validity for state provision of services (Cohn 1997). Coupled with the emergence of a global market, public perception of poorly performing public sectors, growing public debt and dissatisfaction with public services (OECD 1996), the scene was set for the emergence of NPM across the Western World.

NPM was seen as a new ideology which partially addressed some of the weaknesses of the old-style classical model of public administration and Weberian bureaucracy (Waldo 1977, Dunleavy and Hood 1994, Gray and Jenkins 1995). Hood (1991) first coined the term NPM, but as a new concept, it was open to many definitions and interpretations, with macro descriptions referring to it as an *'umbrella term'* (Christensen and Laegreid 2007, p.1060) a *'diffuse ideology'* (Flynn 1999, p.27) and a *'doctrine in public administration'* (Vigoda-Gadot and Meiri 1998, p.111). At a micro level, NPM was described as managerialism (Pollitt 1990), entrepreneurial government (Osborne and Gaebler 1992), market based public administration (Lan and Rosenbloom 1992) and the third way between public and private administration (Gunn 1988). The theoretical basis of NPM lies within behavioural-administrative sciences and the Minnowbrook conferences (Gruening 2001). Its practical genesis grew out of a combination of fiscal, organisational and ideological pressures. This was reflected in discontent among politicians and taxpayers with the quality and responsiveness of the public sector, which was regarded as inefficient, ineffective, costly, over-sized, undemocratic, secretive and self-serving (Osborne and Gaebler 1992, Jones and Thompson 1999). It raised fundamental questions about the capacity of government to do the 'people's work' (Drucker 1969) and a realisation that this work may be better performed by non-governmental organisations (NGO) in the NPVCS and private sectors (Metcalfe and Richards 1990, Kettl 2002). Traditionally, service provision was based on what the private sector would not or could not accommodate, placing many such services under the umbrella of public administration. In order to stem the dependence on government for the provision of services, compromises were sought in the 'The Third Way', with the ultimate aim of marrying public, private and NPVCS provision via such ideas as representative democracy (Riccucci and Van Ryzin 2017),

deliberative democracy and network governance (Kickert 1997, Elster 1998, Giddens 1998). Such thinking was reflective of neo-liberal ideas and macro trends of the time, including the need to contain the spread of government, the attractiveness of privatisation and the preference for more automated models of public service delivery, all of which fed into the NPM philosophy (Hood 1991, Leicht *et al.* 2009).

NPM's originality stemmed in part from new institutional economics (Tiebout 1956, Niskanen 1971, Williamson 1985) which saw a forced marriage between public and private sector economics, where public choice and transaction cost theories merged with perfect competition and the best practice management tools of entrepreneurship (Hood 1991, Osborne and Gaebler 1992). The 'Three M's' Markets, Management and Measurement and the Three E's, Economy, Efficiency and Effectiveness typify NPM in action and indicate a reorientation in the running and culture of the public sector (Ferlie *et al.* 1996, Pollitt and Bouckaert 2004). It is built on the pillars of efficiency, transparency, accountability, commercialisation, decentralisation and agencification, exemplifying a bundle of management practices that were perceived as new to the public sector in 1985 (Kaboolian 1998, Denhardt and Denhardt 2000, Hansen and Jacobsen 2016). In recent years, administration of the public sector has become focussed on *Public Value Management* through the principles of probity, equality, equity, trust and social capital accumulation (Stoker 2006, Talbot 2009). However, the era of austerity has illustrated that NPM continues to be relevant and to flourish (Hyndman and Lapsley 2016).

Ironically, it is now posited that the pendulum of reform has swung too far in favour of NPM and that the next round of reforms needs to reclaim some of the traditional craft skills of public administration such as stewardship, probity, diplomacy, practical wisdom and classic bureaucracy (Schofield 2001, O'Toole and Meier 2010, Rhodes 2015). This is evident in the USA, where excessive contracting out of government functions has led to calls for a re-valuing of traditional bureaucracy (Verkuil 2007, Verkuil 2017). This full circle journey re-emphasises that NPM is not a pure model but one which acclimates to a particular time and context. It is part of the continuum where non-competing complementary systems have evolved and transitioned

(Osborne 2006, Prestoff *et al.* 2012, Wiesel and Modell 2014, Hyndman and Liguori 2016). The importance of co-existence between the old and new systems of doing things is now recognised, resulting in models of NPM which are adaptable to the context, setting and needs of each individual jurisdiction.

2.2.2 An Operational Definition of NPM

In his original definition of NPM, Hood (1991) followed seven doctrinal dimensions. These included the emergence of a dominant managerial elite and logic, the adoption of private sector managerial techniques, the creation of performance cultures based on quantifiable metrics and the introduction of market forces into the public sector via competitive tendering, agentification and disaggregation of public service units (Hood 1991, pp.4-5). Diefenbach's (2009, p.893) definition of NPM incorporates many of these key dimensions and states that "NPM is a set of assumptions and value statements about how public sector organisations should be designed, organised, managed and how, in a quasi-business manner, they should function". The basic idea of NPM is to make public sector organisations and the people working in them much more "business-like" and "market-orientated", that is, performance-, cost-, efficiency- and audit-oriented". The emphasis on business-like approaches and people management makes this particular definition operationally suitable for this study as does Diefenbach's focus on the ideological use of NPM concepts to justify change (2012). Drawing on the Kaboolian perception of NPM as a *"catch all code for change"* (1998, p.189), it lends itself to a main construct of the study, namely, NPM inspired change as measured via the 'Degree of Employee Reaction to NPM Inspired Change' scale as discussed in detail in the Methodology Chapter. This concept draws on the various facets of NPM such as the adoption of business-like and market-facing activities, performance measures, work intensification initiatives and formalisation of processes among others, serving as a vehicle for change within organisations who have developed increasingly close relationships with the public sector (Evans and Shields 2002).

2.3 NPM in an International Context

2.3.1 NPM: A Convergent Model of Reform?

In its infancy, NPM was seen as the gold standard in administrative reform (Kapucu 2006). This process of reformation has become a perpetual work in progress, with an evolving era of post NPM marking new milestones in public sector reform (Jones and Kettl 2003, Lodge and Gill 2011). NPM is not a standardised or universal philosophy, despite claims of a globalised paradigm and policy convergence (Common 1998, Pollitt 2001). Cross-national responses to neo-liberal institutional pressures resulted in different blends of NPM being created and adopted (Pollitt and Bouckaert 2004, Leicht *et al.* 2009, Lodge and Gill 2011). Different varieties, models and policies have been transferred, imitated, adopted and implemented in an ad-hoc fashion by governments of different political persuasions, under the generic banner of NPM (Ferlie *et al.* 1996, Flynn 2002, OECD 2005). To explore the fractious adoption of NPM, specific reference is made to the Anglo-Saxon, New Zealand, American and European models of NPM.

2.3.2 Models of NPM

2.3.2.1 The Anglo-Saxon Model

The Anglo-Saxon Model of NPM has its roots in the Thatcherite era and dominates the English speaking world of the UK, Australia and Canada, where the pursuit of public sector reform became permanently embedded into the political agenda. (Savoie 1994). It is based on managerialism and the induction of private sector management tools and techniques(Bach and Givan 2011). Central to this approach is the notion of cost-effectiveness, one of the seven characteristics of Hood's (1991) NPM model and a focus on public sector productivity, performance and value for money. Using Ferlie et al.'s (1996) four-fold classification, it may be described primarily as an 'efficiency drive', with 'downsizing and decentralisation', 'in search of excellence' and 'public sector orientation' also appearing. The cultural change emphasis of the latter two categories is often seen as a long-term strategy of all varieties of NPM (Lægreid *et al.*

2011, Wynen and Verhoest 2013), encouraging the public sector to think and act like a private sector business. In the eye of the neo-liberal, this is always seen as superior (Pirie 1988) despite some evidence to the contrary (Stevenson 2013).

2.3.2.2 The New Zealand Model

The New Zealand Model of NPM was based on a shorter, sharper, intensive period of reform (1987-1996) as a response to spiralling public expenditure. It was seen as a "carefully crafted, integrated, and mutually reinforcing reform agenda" (Boston *et al.* 1996, p.2). It was defined along six underlying doctrinal principles based on individual and organisational objectives, with links to measurable results and managerial freedom to choose inputs and tools that best achieved those results (Cook 2004). This 'great experiment' drew on public choice and agency theories as manifested in privatisation, competitive contracting and policy-operation splits in the pursuit of improving performance within the public sector (Boston *et al.* 1996). The initial phase of reform gave way to a second more incremental phase known as the '*Whole of Government'*. This shifted focus towards the integration of people and culture, addressing some of the weaknesses of pure NPM while recognising the economic realities and social consequences of rationalisation, specialisation and fragmentation within an evolving public service culture and ethic (Gregory 2003, Chapman and Duncan 2007, Christensen and Laegreid 2007).

2.3.2.3 The USA Model

The USA adopted a more ambiguous approach where NPM ebbed and flowed through the public administration system as part of the "tides of reform" that were championed by various Presidents (Light 1997). In 1980, President Ronald Reagan became a champion of NPM, arguing that taxes were too high and government had become too intrusive (Cohn 1997). The conversion of societal crises into state crises provided ample impetus towards NPM. While many NPM concepts and tools had been trialled by local and state administrations, the tenure of George W Bush II captured the classic philosophy and spirit of NPM, reflected in his pseudonym as the '*Margaret Thatcher of American public management*' (Lynn 2006, p.114). Categorisation of the American blend of NPM produced four approaches (Terry 1998, p.194); quantitative/analytic

management, market driven management, liberation management and political management, all of which map on to Ferlie et al.'s (1996) classification of NPM (Khademian 1998).

2.3.2.4 The European Model

In a European context, the spread of NPM has been linked to wider EU reforms such as membership of the European Monetary Union (EMU) and its fiscal requisites. The nature of work in all sectors was reformed via the *'European Employment Strategy'* and the '*Open Method of Co-Ordination'* initiatives, which emphasised the knowledge economy, employability and flexicurity (Bach and Della Rocca 2000, Bordogna 2007). The diversity of continental Europe in terms of history, language, characteristics, traditions and legal-political systems shaped the lack lustre approach to NPM, with many only experimenting with particular NPM initiatives (Lynn 2006, Kickert 2007, Pollitt and Bouckaert 2011). France, Germany, the Netherlands, Sweden and Finland adopted a slow gear approach to NPM referred to as the Neo-Weberian State (NWS), in which the traditional role of the state as the unifying, representative, democratic and irreplaceable voice of the citizen remained the cornerstone upon which NPM reforms were added (Pollitt and Bouckaert 2011). This more measured approach saw the rise of the professional manager and their efficiency toolkit, but it remained rooted in the wider context of Weber's notion of state which, through its bureaucracy, "gives society a higher element of rationality and efficiency" as quoted in Anter (2014, p.19).

2.3.3 NPM: A Divergent Model of Reform?

It is apparent from each of the individual models of NPM that there was a convergence in thinking that reform of public administration was necessary. However, the eventual guises of this reform are characterised as much by their differences as their similarities. The Anglo-Saxon Model revolved around managerialism (Bach and Bordogna 2011), with a focus on productivity, performance indicators and value for money. The New Zealand Model took a greater commercial view of the public sector, employing forces that were common in the private sector. Commercially viable aspects of the public sector were privatised and had to compete with the private sector for government contracts, thereby encouraging greater efficiencies in service delivery (Boston *et al.*

1996), leading to a shift in "thinking of the public sector in private sector terms" (Lynn Jr 2006, p.581). In the United States, the Reagan and subsequent administrations favoured market driven management, political management and liberation management approaches (Terry 1998). This approach symbolised a shift away from the preoccupation with staffing and activity levels as favoured in the UK and New Zealand towards a focus on outcomes and their ultimate benefit to society (Lynn Jr 2006). The European model of NPM represented a blend of various aspects of the former three models with no common tendency towards any one model (Torres 2004, Kuhlmann and Wollmann 2014). While EU governance made the adoption of certain aspects of NPM mandatory for all member states, the degree and rigour of application and enforcement of NPM was largely dependent on the political circumstances and institutional traditions within each national territory.

The convergence argument strongly supports the notion that NPM has the ability to be truly homogeneous and stable. However, the examination of these four models of NPM provides evidence of plurality in national practices and models, defying continuity, homogeneity and stability and highlighting the in-built destabilising contradictions which favour the divergent argument to a greater extent (Hood 1995a). Austerity has presented new challenges of "doing more with less" and "resetting" NPM reforms while simultaneously looking for radical systems changes and for "End of Suez" decisions around what public services would be provided and by whom (Hood 2013, p.215). It created a tailwind towards greater convergence in NPM. However, divergence in policies and approaches to NPM still remain (Pollitt and Bouckaert 2017).

2.4 The Implications of NPM for HRM and the Workforce

The adoption of the NPM philosophy marked a paradigm shift in the management of public service organisations and inspired changes, particularly in work practices, employee relations and HRM (Brown 2004). HRM's centrality to the change process made it a tangible face of public sector reform, articulating this new agenda and linking NPM with HRM reform (Battaglio 2015). However, the HR implications were an afterthought to structural and financial reform (Bach 2010). The NPM model of public

sector HRM is distinguished by a number of reform trends (Humphreys and Worth-Butler 1999, Shim 2001, Brown 2004, Bach 2010).

Private and public sector HRM increasingly converged with the spread of NPM via isomorphic transplanting of private sector HRM best practice to the public sector, endeavouring to create a high performance and high commitment culture (Brosnahan 1999, Gould-Williams 2003, Purcell *et al.* 2003a). It involved a devolution of HRM roles and responsibilities to line management, enabling greater discretion and flexibility in an effort to create a more responsive public service. It sometimes led to the development of agentification within the public sector in many countries including Ireland (OECD 2004, MacCarthaigh and Boyle 2011, Verhoest *et al.* 2011). This decentralisation had implications for the size and shape of the HR function, 'grafting' on more strategic roles without shedding its traditional ones and creating a new hybrid model as mirrored in some NPVCS organisations (Teo and Rodwell 2007, Truss 2008, Ridder *et al.* 2012a). This led to a greater separation between transactional and strategic HRM, the latter increasingly being performed by a slimmed down central department and the former being outsourced or in-sourced with the growth of shared services centres (Redman *et al.* 2007, McIvor *et al.* 2011, McCracken and McIvor 2012). It also facilitated the transfer of greater accountability to line managers in terms of the performance, behaviour and outputs of staff (Currie and Procter 2001).

In terms of the workforce, performance management remains one of the most prominent features of NPM, albeit with a chequered history of success and difficulties (Radnor and McGuire 2004, Hyndman and McGeough 2008, Fryer *et al.* 2009, McGeogh and Beck 2018). NPM posed a direct challenge to the long-established system of public sector personnel management which functioned on the traditional model of a career civil servant with security of tenure, promotion by seniority and generous and uniform terms and conditions of employment. NPM brought a new texture to public sector personnel management akin to the earlier transition to HRM in the private sector (Flemming 2000, Nigro *et al.* 2006). Its implementation was tempered by its perception as either a hard control mechanism, as evidenced in the UK and Ireland, or as a softer developmental tool and dialogue, as more common in the

Nordic countries (Pollitt 2006). The search for greater value for money and cost savings saw the emergence of outsourcing, privatisation and shared services models. Such developments undermined the once untouchable protected employment status and privilege of the public servant and its strong Trade Unions and upset the traditional public sector bargain (Lodge and Hood 2012). It also marked a shift from being a 'model employer' (Morgan and Allington 2002) to being a 'model provider' of public services (Heery 1993, p.286), reflecting the NPM tenet of customer sovereignty (Aberbach and Christensen 2005). The growing application of employment laws such as TUPE (Transfer of Undertakings Protection of Employees) to the public sector reinforced the new reality of greater precarity and flexibility of public servants and began to challenge long embedded institutional patterns of people management. The advent of the Global Financial Crisis (GFC) posed further challenges, creating a variety of wider labour market adjustments (Lallement 2011) and enabled greater government unilateralism which reframed employment relations in the sector (Bach and Bordogna 2013, Bach and Bordogna 2016).

2.5 Critique of NPM and Beyond

Contradicting applications of NPM explicate why the construct has been met with a degree of criticism and cynicism (Haque 1999, Clegg and Walsh 2004, Diefenbach 2009). Many argue that modernisation of the public sector in the form of NPM was not sufficiently novel or substantive to equate to a new paradigm shift (Dunleavy and Hood 1994, Lynn 1998, Gow and Dufour 2000, Pollitt 2000, Gruening 2001, Argyriades 2002, Gultekin 2011). Pressure on governments to achieve cost-effectiveness was nothing new. Rebranding this pressure as NPM may have added little to the process or its outcomes. NPM was underpinned by the imposition of private sector policies on public service practices, as a means of addressing falling national budgets due to recession in the 1980s and early 1990s. However, one must question if NPM delivered on its purported aims (Alonso *et al.* 2013).

Evaluative processes following the introduction of NPM raised contradictions on the compatibility of private sector market mechanisms to the public sector, where fundamental differences existed in terms of ownership (Boyne 2002), interests (Lewis

2006), motivations (Ferlie *et al.* 1996), service offerings (Lane 2000), equity and choices (Propper 2016) and market orientation (Walker *et al.* 2011). Some saw this increased privatisation as evidence of undermining of public sector values, with many arguing that the cost and feasibility of such reforms far outweighed their promised savings (Hood and Jackson 1991, Farnham and Horton 1996, Hood and Dixon 2012, Pollitt 2015). It also blurred the accountability lines between the policy making process, which traditionally lay strictly in the political arena, and delivery of resultant services by public administrators (Barberis 1998, Barzelay 2001, Walker *et al.* 2013).

The NPM driven performance and audit culture made metrics and targets the new yardstick of accountability, even though many such public goods and outputs often prove difficult to truly measure (Hood *et al.* 1998, Kettl 2002, Jansen 2008, Niiranen 2008, Andrews and Boyne 2010, Peters 2010). Obsession with outputs and over regulation may also have adverse consequences (Power 2003, Miller *et al.* 2006). According to Clark (2008) within such performance parameters, organisational needs began to overshadow those of service users in the name of optics and a self-interested agenda. Consequently, it is argued that the value proposition of managerialism undermined a unified public service and the provision of services, exposing some of the fundamental paradoxes of NPM (Hood and Peters 2004), ultimately branding it a disappointment and failure (Terry 1993, Meier 1997, Mehde 2006, Clarke 2009, Lapsley 2009). However, NPM as a core philosophy still remains the dominant approach to public sector management which has been given new life and legitimacy and intensified during the GFC and the dawn of austerity (Hyndman and Lapsley 2016) The discipline of public management as a science, continues to generate research interest with an evolving emphasis on making the work of government more efficient and effective and ultimately solving the 'wicked policy problems' of a more complex society (Johnston 2012).

2.6 The State, NPM and the NPVCS

The repositioning of public administration in civil society under the auspices of NPM, led to increased outsourcing of services as a means of delivering cost-effectiveness and efficiencies (Rhodes 1994, Clarke 2004a). The NPVCS became a far more integral

part of the socio-political economy, providing services previously delivered by government and state institutions (Fenger 2006). Governments in many countries sought to reconfigure their relationship with the NPVCS to formalise which services were provided and how (Phillips and Smith 2011). The growing relationship between the state and the NPVCS gradually brought a new institutional and normative order and slowly converted this "loose and baggy monster" into a "governable terrain" at both the substantive and operational levels (Carmel and Papadopoulos 2003, Carmel and Harlock 2008). The rationale and motivation behind this evolving and complex "beautiful relationship" or "too close for comfort" or "dangerous liaison" relationship relied on strategic institutional interests versus policy choices and priorities, producing a four C typology which included co-operation, complementarity, confrontation and co-optation (Najam 2000, p.375, Young 2006, Milbourne and Murray 2017c).

The reality of the relationship between government and the NPVCS is not easily categorised. The growing inclusion and recognition of the NPVCS as a public problem solver in an increasingly connected and multisector world posed new challenges for the sector and for public administration (Bryson *et al.* 2014). The NPVCS faced several implicit and explicit pressures in adapting to the emergent socio-political landscape and social politics, becoming a new spoke in the fast spinning wheel of public service provision (Cunningham and James 2017) resulting in an inevitable migration of NPM from the public to the NPVCS, a pattern which is also evident in other countries (Martin 2011, Lee 2012, Rees 2014).

Neo-liberal thinking and its associated NPM connotations has been one of the most significant factors shaping state-NPVCS relations in many countries, fudging the demarcation lines between public, private and non-profit (Clarke 2004b, Heins and Bennett 2016). This has allowed the mainstreaming of the NPVCS (Kendall 2000), creating a spectrum of organisational responses and relationship types including the emergence of 'hybrids' such as social enterprises and co-production initiatives (Brandsen *et al.* 2005, McBrearty 2007, Prestoff *et al.* 2012). It has increased the attractiveness of the NPVCS as a contracting partner, heightened by its altruistic ethos and public trust, making it a safe place for public funds (Witesman and Fernandez

2012). However, such funding and 'contracting technologies' often come at a cost, with the diminution and loss of the 'civic golden eggs' of participation and local responsive resource utilisation (Nowland-Foreman 1998, p.108). The international NPVCS faces many complexities and uncertainties in organisational life, mediated by institutionalism, resource dependency, power relations and technology (Duncan 1972, Pfeffer and Salancik 1978, DiMaggio and Powell 1983). These forces and pressures have shaped and moulded its configurations around the world, determining its internal and external relationships with state and society (Phillips and Smith 2011).

In the UK, the Thatcher Government of the 1980s first began the process of policy separation and hollowing out the state which allowed for the entry of market forces via privatisation and *'Compulsory Competitive Tendering'* and its successor '*Value for Money'* (Wilson and Doig 1995). The movement towards a contract state continued with the diffusion of NPM principles to the NPVCS, marking a new phase in the relationship between the state and the sector (Lewis 1999, Reeves and Mullins 2016). This led to the emergence of such initiatives as compacts (Morison 2000, Osborne and McLaughlin 2004, Craig *et al.* 2005), personalisation (Harlock 2010, Cunningham and Nickson 2011) and the Big Society (Bach 2012). The UK third sector's response to such contracting was not uniform, with four variations emerging among organisations including comfortable, compliant, cautious contractors and community-based non-contractors (Buckingham 2012). The response was often based on the age and evolutionary stage of the non-profit, its financial vulnerability and the degree to which they have already become formalised and business-like in the search for sustainability (Ferlie 1993, Dayson 2013, Maier *et al.* 2016) and legitimacy (Taylor and Warburton 2003b).

In Australia, the transfer of public services to the NPVCS brought about a tightening of control and dependency between the two, especially in terms of funding and monitoring (Meagher 2007). The NPVCS sector consequently adopted a far more managerialist and entrepreneurial approach (Spall and Zetlin 2004a, Meagher 2007, Lyons and Dalton 2011). The relationship between the public and voluntary sector is probably most mature in New Zealand's robust NPVCS, which provides a wide range

of services and 'expressive' functions and has a funding relationship with government originating in the Social Security Act of 1938 (Tennant 2004). This relationship was reconfigured in the 1980s and 1990s with the emergence of contracting as the dominant transfer vehicle (Nowland-Foreman 1997). The New Zealand state accounts for 25% of NPVCS finances, which is below the country average of 74% in Ireland and 40% in the UK (Sanders *et al.* 2008). From a European perspective, the place of the NPVCS is much more central to the state apparatus in countries like Germany and the Netherlands where it played a vital role in the post-war reconstruction process and a slower movement towards a market model of government (Evers and Laville 2004, Bode 2011). Canada and the USA also moved to bring greater formality and market forces to their relationship with the NPVCS (Young 2006, Phillips 2011, Smith 2011).

In sum, the international experience is one that has seen the relationship between the State and the NPVCS grow incrementally more dependent and interdependent with the emergence of a variety of policy instruments across jurisdictions which are predicted wholly or in part on NPM principles. Various theories have been identified and applied to better understand and explain this relationship (Young 2000, Smith and Grønbjerg 2006, Van Slyke 2007). Equally, we need a unique framework to evaluate similar forces in the Irish context. Utilising the theoretical framework of institutional, resource dependency and strategic choice theories, the next section traces the diffusion of NPM to the NPVCS and explicates how it has been shaped and impacted by these new governance arrangements.

2.6.1 Theoretical Explanatory Framework

Organisation theory is "really bunch a of theories rather than just one" (Hatch and Cunliffe 2013, p.17). Hatch (1997) argues that everything studied under the label of organisation theory contributes to the theory of organisational change. The theories chosen in this study to help explain the spread of NPM inspired change to the NPVCS are institutionalism, resource dependency theory and strategic choice theory.

Institutional theory is a broad church but at its core is the premise that organisations are shaped and influenced by the institutional environment that surrounds them

(DiMaggio and Powell 1983, Zucker 1983). Historical institutionalism was based on a rational economic model of institutions, in which Weber's *'iron cage'* of bureaucracy and technical efficiency was the main focus (Selznick 1948, Selznick 1957). This gave way to neo-institutionalism, where the impact of institutions on human behaviour via rules, norms, rituals and myths moved centre stage. Institutionalism was viewed as a "process by which actions are repeated and given similar meaning by self and others" (Scott 1992, p.117). This interpretative paradigm is known as the cognitive institutional approach due to "the central role played by the socially mediated construction of a common framework of meaning" (Scott 1995, p.45).

Organisations as social systems are influenced and shaped by the wider social, political, cultural and symbolic systems to which they belong. Such interaction exerts coercive, normative and mimetic pressures on the organisation (DiMaggio and Powell 1983). Coercive institutional pressure stems from legal and governmental sources which demand compliance with certain laws and regulations. Normative institutional pressures arise from cultural expectations, which are often set by professional bodies, licensing authorities and quality and qualification accreditors. Finally, mimetic institutional pressures stem from the natural business instinct of organisations to imitate one another as a heuristic device to find the most effective technical solution, often driven by bandwagons, fads and fashions (Carson *et al.* 2000, Abrahamson 2003, Subramony 2006).

Critics of traditional institutional theory argue that it provides a rather static and unreflective view of reality (Oliver 1988, Oliver 1992, Zuker 1997). In examining the dynamic determinants of organisational isomorphism, Oliver (1988) found that environmental determinism was not the supreme force in shaping organisational characteristic. Organisations that were only 'loosely coupled' to their environment experienced weaker ecological and institutional pressures towards isomorphism. This gave greater credence to the strategic choice school (Aldrich 1979, Oliver 1988, p.557). Strategic choice suggests that the tide of structural homogeneity may be mediated by the capacity of organisations to seek alternative and diverse solutions by crafting their own tailored organisational structures, demonstrating the open systems

concept of organisational 'equifinality' (Hrebiniak and Joyce 1985, Gresov and Drazin 1997). Within this school of thought, organisations are not at the total mercy of competition and institutionalisation but may actively exercise a rational self-serving strategic choice which is different but sufficiently 'convergent' to be accommodated by the constraints and contingencies of the external environment (Oliver 1988, p.546). This growing complexity of the external environment triggered change as such complexity began to be mirrored and mapped onto the internal structure of organisations through the process of 'requite variety' and isomorphism (Lawrence and Lorsch 1967, Ashby 1968).

Along with institutionalism and strategic choice, understanding the dynamics of environmental determinism can be complemented by the inclusion of the contingency school of resource dependency theory (Pfeffer and Salancik 1978, Hillman *et al.* 2009, Davis and Cobb 2010). The prevailing socio-economic and political environment stand as a source of both rich and scarce resources which organisations look to for survival, status and legitimacy (Baum and Oliver 1991, Bitektine and Haack 2015). This creates a dependency relationship but also a power imbalance which has implications for inter-organisational actions (Emerson 1962, Provan *et al.* 1980, Casciaro and Piskorski 2005). Such dependency makes the organisation vulnerable, especially if aimed at critical resource inputs such as funding (Jacobs 1974). Accordingly, organisations must choose to manage this dependency or strive for independence and autonomy (Aldrich and Pfeffer 1976, Barney and Wright 1998, Malatesta and Smith 2014). Oliver (1997) identifies five strategic responses which organisations may deploy including acquiescence, compromise, avoidance, defiance and manipulation. This matrix helps to predict how organisations are likely to respond to institutional pressures using such attributes as legitimacy, status, reputation, efficiency, performance, consistency, uncertainty and interconnectedness, among others. Such dependency makes organisations vulnerable and receptive to adapting to external institutional logics and influences how various stakeholders respond and behave(Thornton and Ocasio 2008, Thornton *et al.* 2012)

Whilst institutional theory is complex and multi-stranded, Cunningham (2008a) and others (Aiken 2010) provides strong justifications for applying an institutional theory based framework to the NPVCS. It aids the understanding of NPM reform within the NPVCS both at a macro and organisational level and in an international and national context. It highlights the centrality of the external environment in shaping and influencing organisations via resource supply and resource dependency. Furthermore, recognition, accommodation and assessment of critical environmental actors such as the state and their interaction with the NPVCS, help illustrate their influence on organisational policy and practice within the NPVCS and their consequences for individual organisation's mission, task and culture. Accordingly, the role of institutional theory in the migration of NPM to the NPVCS is discussed in detail in the next section.

2.6.2 Institutional Theory and the Migration of NPM to the NPVCS

The theoretical framework discussed above helps explain the migration of NPM to the NPVCS (DiMaggio and Anheier 1990). In terms of coercive conformity, the prolific growth of legislation and regulation resulted in significant increases in the legal obligations under which the NPVCS conducted its day to day operations (Morris 1999, Brody 2006, O'Halloran 2009). The changes in employment law were a prime example of how standardisation and conformity of HRM practices spread across all sectors. Normative pressure also played an important role in the migration of NPM with the entry of more credentialed professionals, such as social workers, accountants and Chartered Institute of Personnel Development (CIPD) qualified HR specialists into the NPVCS, creating a momentum for change and conformity to certain externally set professional standards and best practices (Hwang and Powell 2009, Burke and Cooper 2012). The transfer of services from the public sector to the NPVCS created a line of sight on how mimetic institutional pressure also had a significant bearing (Parry *et al.* 2005). Many organisations within the NPVCS simply didn't have the luxury of time to plan how they would adapt to the changing environment. The obligations placed upon the sector to deliver services and report on delivery meant that procedures had to be developed quickly. Therefore, as a heuristic, they looked towards the public sector for leadership and guidance, often imitating traditional methods of provision and

reporting (Cunningham 2010c). Collectively, these three institutional pressures resulted in institutional isomorphism (DiMaggio and Powell 1983), which propelled organisations towards an increasing homogenisation and standardisation of organisational structures and processes including HRM (Verbruggen *et al.* 2010, Ridder *et al.* 2012b).

While the migration of NPM took the form of 'creeping managerialism', its ultimate adoption by NPVCS organisations occurred where elements of all three isomorphic forces were at play. Ignoring conformity and normative pressures was no longer an option by the 1980s and 1990s. It was during this period that strategic choice became a driving force within the sector. For some smaller niche organisations, strategic choice determined which elements of NPM were adopted or ignored (Chew 2006, Chew and Osborne 2009). However, in highly competitive areas of the NPVCS such as social care, the adoption of many elements of NPM became a necessity in the fight for survival, funding and legitimacy (Golensky and Mulder 2006). These organisations had to compete for public contracts, demonstrate accountability and prove value for money through instruments like service level agreements (SLAs) and compacts (Henderson and Lambert 2017). The adoption of benchmarking and 'best in class' practices set the norm for each particular sector, with highly structured and formal organisations winning the lion's share of the contracts (Rogers 1995, Kim and Maubourgne 2000, Tyler 2005). Accordingly, efficiencies had to be found in every area of organisations, requiring a firm managerial hand to oversee all areas of the business. As more NPVCS organisations became commercialised and market facing, NPM migration became increasingly relevant.

It is evident that resource dependency is at the heart of many NPVCS organisations and is a characteristic that distinguishes them from the public and private sector. While the private sector has the capacity to create its own resources and the public sector is funded by society, the NPVCS is largely dependent on resources allocated by the state to conduct its work and such funder capture is long seen as its 'Achilles heel' (Kramer 1994, p.55). Resource dependency has been a source of conflict around relational contracting, multi-year funding, escalating professionalisation, loss of autonomy and

perceived hijacking of the sector (Ferris 1993). Failure to comply with the expectations of public administration inevitably results in a reduction or cessation of funding. Consequently, if NPM had become the order of the day, then organisations dependent on public resources had no option but to adopt it or at least pay homage to the managerial strategies espoused within it. Accordingly, resource dependency theory serves as the thread underpinning the inter-relationship between the environmental actors of the time and provides the main *raison d'etre* for the migration of NPM to the NPVCS.

However, the less spoken undercurrent driving isomorphism, resource dependency and strategy is the sector's search for institutional and strategic legitimacy (Suchman 1995, Deephouse and Suchman 2008, Suddaby *et al.* 2017). The ability and willingness to adopt institutional, strategic and professional norms enhances the credibility and reputation of an organisation which serves as a virtuous circle in successfully securing more funding and contracts and creating an interdependence (Cho and Gillespie 2006). This path dependent route to mainstreaming the NPVCS has become common in many jurisdictions including the UK (Taylor and Warburton 2003a) and Korea (Jung and Moon 2007). The adoption of NPM is part of this narrative and it testament to the growing ambidexterity and maturation of the NPVCS, illustrating its ability to survive and morph in a rapidly changing social, political and economic landscape (Baum and Oliver 1991, Giddens 1998, O'Connell 2000).

2.7 NPM-HRM and the NPVCS

As a changing model of public service delivery was emerging with greater collaboration between the public and the NPVCS (Alexander and Nank 2009, Suárez 2011), it was inevitable that governments would look for NPM reforms and savings in its stakeholder relationships. The GFC and austerity brought a new intensity to the state-non-profit relationship, marking a new era in the evolution of the NPM philosophy (Osborne 2006, Lapsley 2010, Levy 2010, Bach and Bordogna 2011, Terry 2011). It gave new impetus and legitimacy to the principles of NPM, becoming interlaced with a parallel strategy of public sector cuts (Davies 2011). It accentuated core NPM tenets such as value for money, marketisation, private sector managerialism

and creating links to a wider neo politico-economic-liberal agenda (Evans and Shields 2002) The state's close ties with the NPVCS via resource dependencies, obligation contracting and as shadow employer, combined with the severity of the financial crash, created the 'perfect storm' (Cunningham and James 2014). NPM in the NPVCS necessitated a formalisation of work processes and the measurement of performance. The role of HRM in the NPVCS came to the fore in terms of content, function and performance (Kelliher and Parry 2011, McCandless 2011, Ridley-Duff and Chadwick-Coule 2011). While research on HRM in the NPVCS is limited, this nascent literature highlights the salience of the relationship between the state and the sector (Cunningham 1999, Parry *et al.* 2005, Baines *et al.* 2011b). In decoding HRM in the sector, it is helpful to address it under a number of key themes such as performance, atypicality and feminisation of the workforce, the impact of emotional labour, the formalisation of work processes and the emerging model of HRM in the NPVCS.

2.7.1 Performance and the NPVCS 'Black Box'

Traditionally, research in the NPVCS concentrated on economic perspectives, with little cognisance of internal structure, organisation and management, which are often viewed as the 'black box' of organisations within the sector (Ortmann 1996, p.471, Steinberg 2006). This stemmed from strategic debates regarding the 'black box' and high performance in the private sector (Purcell *et al.* 2003b). It brought the NPVCS's 'black box' to the fore, recognising the centrality of people to mission achievement and service delivery. Subsequent research has led to greater understanding of how organisations operate, how they are managed and how their outputs are measured (Stone *et al.* 1999, Werther and Berman 2001, Anheier 2005, Worth 2012). This understanding is largely underpinned by the principles of NPM.

With the infiltration of NPM came obligations to demonstrate organisational effectiveness and output measurement as part of greater accountability and transparency, as demanded by the state (MacIndoe and Barman 2013, Hyndman and McConville 2018, Hyndman and McKillop 2018). It brought workplace reform to the NPVCS with evidence of work intensification, the formal adoption of more business-like work systems, practices and processes and the degradation in terms and conditions

of employment (Green 2001, Baines 2004a, Rubery and Urwin 2011, Cunningham *et al.* 2013, Rubery *et al.* 2015, Hayes and Moore 2016). This was coupled with the adoption of quality systems, promoting excellence via standardisation of service processes and working protocols (Cairns *et al.* 2005). The focus shifted to its people, with higher levels of investment in training and the adoption of learning and development policies, contributing to the professionalisation of labour within the sector (Carvalho *et al.* 2016). It resulted in a re-engineered division of labour, often in direct response to or exacerbated by the advent of competitive contracting (Fernandez 2007, Buckingham 2011, Rubery *et al.* 2013).

The adoption of information technology was also critical in the change process, shifting the nature and distribution of work and workplace relationships, making contract and remote relationships possible, with implications for job satisfaction, the PC and power distribution (Saidel and Cour 2003). This realignment gave greater visibility to the HRM function as a central actor in the change process (Rhodes and Keogan 2005, Akingbola 2006, Akingbola 2013b). It also brought performance indicators into sharper focus, especially in larger non-profits, where the contract culture was more embedded. These performance indicators were seen as critical to the formation of business strategies, once the preserve of the for-profit world. They are now becoming commonplace in the NPVCS domain, with the increased need for strategic planning, product/service quality mixes, supply chain logistics, performance measurement systems, employee training and participation, work design, work flexibility and operating and cost reduction techniques (Chew and Osborne 2009).

2.7.2 An Atypical and Gendered Workforce

Employment in the sector tends to be disproportionally atypical in terms of gender, employment status, precarity, working arrangements, earnings and access to benefits and training (Boyne *et al.* 1999, Parry *et al.* 2005, Baines *et al.* 2014b). Non-standard work practices involve greater use of part time, temporary and contingency staff, flexible hours and below average rates of pay, sometimes forming part of a 'sheltered employment' initiative (Murphy and Turner 2014, McInerney and Finn 2015, Agenda Consulting 2016). Employment in the sector is highly feminised, with particularly high

percentages in subsectors such as social care (Johnston 2017). This is a characteristic of the sector in many countries (Mirvis and Hackett 1983, Cunningham 2005, Meagher and Healy 2005, Meagher 2007). Gendering and atypicality has implications for organisations in terms of culture and the context and content of HRM (Burke and Cooper 2012). It has led to a rich vein of feminist organisational analysis (Martin and Collinson 2002), encompassing a range of workplace issues from language and communication to dress, symbols and consciousness and the undervaluation of female dominated work (Acker 1992, Tannen 1994, Rafaeli *et al.* 1997, Helms-Mills and Mills 2000, Palmer and Eveline 2012). This analysis exposes gender inequalities in terms and conditions of employment and general wage levels (Turner *et al.*), partially explaining why the NPVCS experiences difficulties attracting and retaining staff (Parry and Kelliher 2009, Bezboruah and Oyun 2010, Palmer and Eveline 2012).

Poor retention rates and atypicality creates a vicious circle which mitigates against collective action, with low unionisation levels and claims of gender bias (Yates 2006). This leaves employees vulnerable to further degradation of terms and conditions of employment as part of the race to the bottom in the new market-facing and competitive environment (Parry and Kelliher 2009). The extent to which such a workforce profile makes its employees more receptive and accepting of change is a question raised in other studies of the NPVCS (Atkinson and Lucas 2013) and one which is very relevant to this study.   Managing such a workforce has inherent challenges for the HRM function, creating new organisational cages and limiting autonomy and freedom in the sector (Bifulco 2011, Hopkins 2015).

2.7.3 The Nature of NPVCS Work and Emotional Labour

The type and nature of work performed by employees in the NPVCS tends to be people focused, especially in the area of social care. This has been further heightened through policies like personalisation and individualisation (Cunningham and Nickson 2011). Traditionally such work is undervalued (James 1989, Baines *et al.* 2016). Demographics of its workforce portray it as primarily female and working class (Hayes 2017). Such characteristics significantly shape and influence the values, attitudes and expectations of employees while creating unique operating contingencies (Baines

2004a, Teasdale *et al.* 2010). The literature on emotional labour examines the comparative value placed on such work, its connotations and the complexity and contradictions of the emotional workplace (Hochschild 1979, Hochschild 1983, Fineman 1993). Interpretations of working within the sector note a dependence on emotional labour, non-monetary motivation, increased commitment, collegiality and divergent orientations to work compared to other sectors (Mirvis and Hackett 1983, Jeavons 1992, Mirvis 1992, Onyx and Maclean 1996). The introduction of NPM has posed direct challenges to these workforce attributes, with standardisation and formalisation stripping away traditional attributes in terms of emotion, discretion and flexibility in favour of efficiency, economies and quality (Bone 2002). It has resulted in a workforce who often "struggle to care", where the emotional and supportive aspect of their work is seen as an extra which is squeezed out as part of work intensification and a race to the bottom (Cunningham 2006, Baines and Cunningham 2011). The extent of this hollowing out of emotion and 'care cramming' is often contingent on the availability of resources, especially around time, staff and costs (Baines 2011, Baines *et al.* 2011b). However, it is being resisted in some instances by employees, who see caring as an intrinsic part of their job satisfaction and a form of worker participation (Baines 2011, Baines *et al.* 2011a).

2.7.4 Formalisation

State contact and contagion brought a new institutional and normative order to the sector. Such governance may be defined as "ensembles of practices and procedures that make some form of activity thinkable and practicable both to its practitioners and those upon who it is practiced" (Gordon 1991, p.3) as quoted in (Carmel and Harlock 2008). This governance facilitated the growth of professional management and new managerialism (Smith and Lipsky 1993, Gann 1996, Courtney 2002). In the UK, the introduction of state-initiated policy instruments such as CCT, Compacts, Value for Money and Personalisation all came with a formal administrative system whose compliance forced many NPVCS to put new standardised systems in place around accounting, finance and quality standards (Cairns *et al.* 2005, Macmillan 2010, Verbruggen *et al.* 2010, King 2016). The 'path towards professionalisation and bureaucracy' invoked mixed reactions with some viewing it as an isomorphic step

closer to the sector becoming more like organisations in the public and private sector (Brenton 1985, p.27).

Resistance to such a development was tendered by those who viewed it as a 'Trojan Horse' to undermine the sector and its distinctiveness, its value system and its ethos, questioning the appropriateness and compatibility of such a development (Billis 1984, Mason 1984, Batsleer 1995, McGill 2011, Murray 2012). It was often viewed as a franchising of the sector and the creation of a new arm of government, reflected in the new title of the 'Fourth Sector' (Rhodes 1994, The Fourth Sector Network 2012, Cunningham 2016). However, despite grievances, resource dependencies and power imbalances, it meant many organisations within the NPVCS had little choice but to adhere to strict operational and reporting guidelines, rendering such professionalisation and bureaucracy a necessity if the NPVCS was to continue to survive, evolve and adopt an expanded and more independent role in civil society (Handy 1981, Bruce and Leat 1993, Leat 1993, Collins 2005b). The transition to managerialism and formalisation became a work in progress, given the sector's funding uncertainties and propensity towards short-termism, which impeded investment in management training and development (Cosier and Dalton 1993). It tended to marginalise traditional stakeholders such as management committees, volunteers and service users, with the emergence of professional management groups who aimed to reposition the organisation from a charity to a business (Gutch 1992, Drinkwater 2011). It also resulted in more bureaucracy and complexity, forcing many organisations to question its rationality, with many endeavouring to re-embrace the principle of simplicity and coring back to their true mission (Smedley 2011).

The demands for efficiency and accountability as a prerequisite for Government funding has resulted in greater formalisation in all areas of management within the NPVCS, including HRM (Wilensky 1964, Cunningham 2010b, Suárez 2011). HRM policies around diversity and equality have become standard prerequisites in securing any state contract. This may be viewed as a natural progression and maturing of the sector as it wakes up to the new realities of doing business in a modern environment (Salamon 1987b, Blyth 2006, Dolnicar *et al.* 2008). This evolution has striking

similarities with the growth of professionalism and formalisation in the Small and Medium Enterprise (SME) sector. Within SMEs, as organisations increase in size, so does the level of formality and sophistication in their management control systems and their people management practices (Kehoe 2010). However, formalisation tends to be far from uniform, with individual organisations adopting customised approaches to HRM which are heavily influenced and shaped by informality and 'unbridled individualism' (Dundon and Wilkinson 2009, p.142). The study of formalisation in the NPVCS identifies similar levels of individualism due to the wide variety of organisations under consideration which differ in size, complexity, degree of formality and the sub-sectoral environments in which they operate (Wagar 1998). To overcome the difficulty of adequately defining HRM within the SME sector, Harney and Dundon (2006) developed an integrated theoretical framework, which goes beyond size to capture the full context, contingencies and dynamics of HRM in the sector. Within the NPVCS, Riddler and McCandless's (2010, p.137) analytical framework represents a 'first cut' towards that same goal in trying to identify the various nuances and niches within the sector as mediated by such contingencies as size, age, mission, activity, financial health, tradition and cultural norms among others. However, there continues to be a gap in our understanding of HRM in the NPVCS and this can only be filled by more empirical research, especially of the longitudinal kind, which would capture the evolutionary dynamic of HRM as it morphs its way along the organisational life cycle.

2.7.5 Model of HRM in the NPVCS

HRM's long running identity crisis has seen it battle with perpetual marginality as it journeyed from maintenance function to strategic partner to the point where it has become a mentality that permeates every decision and action (Watson 1996, Ferris *et al.* 1999, Kulik and Perry 2008, McCracken *et al.* 2017). The long running debate about the role, power and status of the HRM function and its ability to achieve organisational change and high performance has begged questions about its capacity to manage change (Legge 1978, Tyson and Fell 1986, Sims 1994, Losey *et al.* 2005, Morley *et al.* 2006). Its track record in managing such areas as technological change and workforce flexibility illustrates the long-recognised importance of context, philosophy and execution and acknowledges that such change is not solely dependent

on HR as other influencing agents are at play (Clark 1993, Jackson and Schuler 1995, Procter and Currie 1999, Kellock *et al.* 2001, Procter and Ackroyd 2006). Strategies for effecting organisational change are often dependent on these change agents to facilitate, co-ordinate and implement such change (Potter 2989). The success of such an agent is dependent on the specific context and senior management support for the role as well as the agent's experience, skills and core competencies in the areas of communication, negotiation and managing up (Buchanan and Boddy 1992). Models of modern HRM explicitly recognise the role and capability of HRM to act as a change agent, especially when it comes to culture change with Storey (1992) using the specific label of 'change agent' (Tyson and Fell 1986, Monks 1993, Guest 1997, Ulrich 1997, Caldwell 2001).

The recognition of HRM as a change agent spans the divide from 'Welfare Tradition' to 'Strategic Business Partner. (Fox 1974, Tyson and Fell 1986, Monks 1993, Ulrich 1997, McCracken *et al.* 2017). Each phase emphasised and underscored particular factors, which define its shape and function for that period. One landmark period was the transition from Personnel Management to HRM as models by Guest (1997) and others began to portray HRM with such language as culture, commitment and trust. This was in line with the emergence of the configurational model of strategic management, comprising structure, culture, systems and HRM (Mintzberg *et al.* 1998). Such developments enabled the function to re-invent and reposition itself, fulfilling six key roles which demonstrated added value, namely: credible activist, culture and change steward, talent manager/organisational designer, strategy architect, operational executor and business ally (Ulrich *et al.* 2009-4). This was part of a wider strategic shift in the HRM function, being seen to add value to the business with such new operating titles as 'Chief Organisation Effectiveness Officer' and its inclusion in the 'golden triangle' with the CEO and the CFO (Reddington *et al.* 2005, Roberts and Hirsch 2005, Ulrich and Brockbank 2005, Sparrow *et al.* 2010). The strategic business partnering approach was endorsed by the professional body of the CIPD in its adoption of "Thinking Performer" model (CIPD 2005). However, such a shift brought a diminution in HR's more traditional employee facing role as champion, guardian and conscience, which became more apparent as management driven change initiatives

were being implemented (Truss *et al.* 1997, Greenwood 2002, Francis and Kegan 2006, Thompson 2011).

The effectiveness of HRM in implementing change is often dependent on the organisation's general philosophy towards change, seeing it as a process which is rational-empirical, power-coercive or normative-re-educative (Chin and Benne 1976). Culture and psychological contract change are strongly linked to the latter, focusing on the social and cultural norms that shape employee behaviour. Changing such norms is key to any successful and lasting change initiative. HR is well positioned to affect such change via a range of interventions and tools, such as HR systems on resourcing, education and training as well as reward and talent management (Sims 1994).

The type of HR intervention and strategy will differ significantly depending on the type of worker and organisational culture (Kazmi and Ahmad 2001). In the case of the NPVCS, both are unique and context specific, thus requiring a tailored response (McCandless 2011, Akingbola 2013a). The mode of delivery of such a HR service can be diverse, ranging from in-house provision, outsourcing and the use of external consultants. Such arrangements are often indicative of the status and importance attached to HRM, reflecting the sophistication of strategic management in the organisation (Chew 2007). The NPVCS 'HR Governance' as a relatively new concept, recognises that the manner in which the HR function is configured and operates has a significant impact on organisational performance and HR's capacity to drive change (Heslop *et al.* 2003). Change related policies and practices include welfare orientated policies and performance orientated ones (Bach *et al.* 2009, Parry and Kelliher 2009). While the former is more aligned with the traditional view of the sector in striving to be a good employer and the pursuit of softer HRM approaches, the latter is associated with NPM inspired changes (Cunningham 2016). Traditionally, the chosen position of the HRM function within organisations in the NPVCS often reflects its stage of evolution. However, in recent years the balance between the two approaches has shifted towards performance orientated practices as the sector reconciles its response to NPM inspired changes, the drift towards marketisation and austerity (Manville and Broad 2012, Cunningham 2016).

In terms of formalisation due to the imposition of NPM, HRM and its policies and systems are often the most obvious manifestation of 'new managerialism' and professional management (Cunningham 2017). The 'HRM cycle' in the NPVCS is not significantly dissimilar from other sectors in terms of attracting, developing, rewarding and retaining staff, operating in a financially viable manner and remaining sensitive to a changing environment (Armstrong 1992, Ott 2001, Cunningham 2010c). The sector has changed in recent years and is now characterised by less informality, increased bureaucracy and altered hierarchical structures, although a culture of distributed and consensual based leadership and decision making and a commitment to a value based organisational mission and cause still prevails in many instances (Kirchner 2006, Paton *et al.* 2007, Heres and Lasthuizen 2012). Such contingencies shape the employee perceptions of the HRM (Baluch 2017) as well as the architecture of HRM in the NPVCS. Ridder and McCandless's (2010) attempts to classify this by integrating the strategic choice school and the resource based view. The resultant framework captures four operating models of non-profit HRM: administrative, strategic, motivation and values-driven. A pure version of any one of the models is uncommon, with many opting for a hybrid comprising parts of all four. The marriage between old and new methods of management has mandated a unique model of HRM in many cases. However, achieving a happy medium has not always been easy and has created an ethical dilemma, especially when there is inconsistency between organisational values and people management practices. In such situations, the reputation and status of the HR function became a strong mediating force in influencing and shaping organisational values and culture, with many arguing that HRM in the NPVCS should exhibit a higher duty and ethic of care in balancing its organisational conscience and guardian role with its managerial strategist role (Woodd 1997, Foote and Robinson 1999, Winstanley and Woodall 2000, Foote 2001). Just as HR practices are expected to sustain public sector motivation and ethos (Kim and Vandenabeele 2010, Giauque *et al.* 2015), equally it could be argued that it should do the same for the VSE. This requires the HR to be sensitive to operational realities of the sector where best fit outweighs best practice in any proposed model.

2.8 Conclusion

This chapter painted the international landscape in terms of public sector reform and NPM and provided a backdrop to one of the principal research questions, namely, the evolution and impact of NPM inspired change in the NPVCS and the implications for HRM. The resource dependent relationship between the State and the NPVCS emerged as the dominant force in explaining why and how the NPVCS was changing. Redefining how the state and the sector interacted based on NPM principles explicated the basis for NPM inspired changes in the NPVCS. This chapter launched the theoretical framework for exploring this spread of NPM drawing on institutional, resource dependency and strategic choice theories. This explanatory framework helped shed light on the dynamic of this critical relationship and provided a template to help further analyse NPM evolution and influence in the Irish NPVCS, as discussed in the next chapter.

Chapter 3
The Irish NPVCS, NPM and HRM

Chapter 3: The Irish NPVCS, NPM and HRM

3.1 Introduction

Chapter 2 explored the dynamic between NPM and HRM in the NPVCS in an international and comparative context. This chapter focuses on the Irish context and the influence of NPM on its NPVCS. In tracing this relationship, the Irish NPVCS is characterised, incorporating a brief look at its history and evolution. The shifting boundaries of the sector are explored, defining its contested terrain while exploring the emergence of new configurations and new realities. The activities, roles, responsibilities and relationships within the sector are examined, uncovering their depth and complexity. The critical and evolving relationship between the sector and the Irish state forms a central focus of the chapter. The theoretical framework of institutional, resource dependency and strategic choices theories as introduced in the last chapter are used to help explain the migration of NPM as a key force for change within the sector. The PSD sub-sector, from which the two case study organisations are drawn is also discussed. The final section looks at work and HRM in the Irish NPVCS. This chapter provides the scaffolding for the study's conceptual framework in Chapter 4, in examining how employees working in the sector experience and react to NPM inspired change.

3.2 What's In a Name? – Labelling the Sector

The recognisable labels of Non-Profit Organisation, Non-Profit Sector and Non-Profit Studies are relatively new, with the majority being created in the latter half of the 20th century (Powell 2006). However, the philosophy and tradition of charitable purpose and philanthropy date back thousands of years and are deeply ingrained in the institutional, ecclesiastical, social and moral fabric of many societies (Giddens 1998). Large non-profit sectors have become indicators of healthy socio-political economies and progressive societies, with their size equalling or surpassing the public or private sectors in many countries (Anheier and Rudney 1998, Dollery and Wallis 2003, Evers and Laville 2004). The evolution of the sector is rich and varied, involving a large cast of actors and institutions carving out the distinct sector and subsectors we see today. The eclectic and unruly nature of this "loose and baggy monster" makes a linear history

of the sector problematic, contributing to its enduring search for recognition and legitimacy (Kendall and Knapp 1995). For countries who have compiled a history, such as the USA and the UK, it reads as a chronicle of events, institutions, people, laws and contingencies that have navigated a course between church, state, community and private citizen (Wolfenden 1977, O'Neill 1989, Davis Smith *et al.* 1995, Hall 2006, Robbins 2006).

Finding consensus on a common label for the sector is problematic, with innumerable names such as non-profit, voluntary, third sector, charity, community, social economy and the plural sector being used interchangeably (Rose 1986, Martens 1999, Pearce 2003, Monzon and Chaves 2008, Lorentzen 2010, Gidron 2013, Mintzberg 2015). Reviewing the various commentators and publications on the sector, it is difficult to find consistent language and terminology among practitioners, policy makers and academics (Salamon and Anheier 1992, Ruddle and Donoghue 1995, Donnelly-Cox and Jaffro 1998, Donoghue 1998, Donoghue *et al.* 2006). Criticism of the non-profit label stem from its negative connotations, making comparisons to the business sector as the ideal (Lyons 1996, Morris 2000, O'Sullivan 2005). This may explain why the popular Italian term 'Civil Society' gained international currency (Van Til 2000), as evidenced by the change in title of the annual UK publication, the 'Voluntary Sector Almanac', to the 'Civil Society Almanac' and the creation of a similarly named government department (Salamon *et al.* 1999, Mason 2008). The term 'Civil Society' is often viewed as more embracing of the true spirit of the third sector (Jenei and Kuti 2008). It is also considered more in tune with the long tradition of social philosophers like Locke, Rousseau and Hegel, who used the term to denote how a civilised and democratic society should operate (Keane 1988, Seligman 1992, Alexander 1998, Putnam 2000).

Civil society contains multiple strands, defining what a 'good society' should look like, while presenting a legitimate 'third system' alternative to the private and public sector economies (Pearce 2003, Keane 2010). The emergence of the term 'Big Society' in the UK was a further extension of this, representing an attempt at greater democratisation of the sector (Ishkanian and Szreter 2012, Alcock 2014). For some,

the term civil society is problematic and has both consensus and conflictual connotations which traverse the five historical meanings of the term (Howell and Pearce 2002, Kaldor 2013). It is argued that the name is not the exclusive reserve of the third sector, but stretches to include the family economy, as a distinct but complementary paradigm (Keane 1988, Paton 1991b, Pearce 2003, Edwards 2004, Evers 2010, Wagner 2012, Evers 2013). This inconsistency was noted in the Irish White Paper 'Supporting Voluntary Activity', resulting in calls for the use of the more practical and inclusive continuum of 'Voluntary and Community Sector' in an effort to capture the full richness and uniqueness of the sector (Department of Social Community and Family Affairs 2000b).

3.3 Defining and Contesting the NPVCS

To best understand and analyse policy and practice in the sector, it is prudent to establish boundaries and a definition for the domain (Helmig *et al.* 2004). However, the sector's diversity and unruliness makes it less receptive to a singular definition, evading system-like qualities in its portrayal as a residual intermediate 'catch all' category outside the public and private sectors (Evers 1995, Corry 2010). Finding a definitional consensus even for sub-sectors such as 'social enterprises' and NGOs, has proven an 'impossible mission' (Martens 1999, Helm and Andersson 2010). In Ireland's case, the NPVCS until recently included charities, both registered and unregistered, industrial and provident societies, co-operatives, foundations and friendly societies. With such a disparate group of entities, the aim towards definitional uniformity will inevitably exclude many organisations and their unique dimensions (Halfpenny and Reid 2002).

Salamon and Anheier's (1997) seminal work 'Defining the Nonprofit Sector', brought significant rigour to the definitional debate, presenting a framework which more readily facilitates cross-national and cross-sector comparisons. Subsequently, the EU reached a definitional consensus built on this endogenous approach and commonalities as outlined in Appendix A (Salamon and Sokolowski 2015). In an Irish context, the 'muddy waters of definitions' have contributed to the lack of clarity and cohesion in how the sector is perceived and understood (Connolly, 2006). Some argue that

recognising it as a 'sector' may be a little presumptuous, given the constellation of organisational types it accommodates (Donoghue 1998, Rochester 2013). However, despite underlying divisions, there remains an 'overlying' unity within the sector, which is often driven by strategic alliances and a commitment to defending and progressing the sector and its ideology (Alcock 2010). The Irish Government's White Paper on the sector (Department of Social Community and Family Affairs 2000b), in recognising the definitional deficit, called for a pragmatic solution which would accommodate the diversity of organisations and relationships it encompasses. The new Charities Act 2009 aims to fill this gap, by clearly defining what a charity is in terms of fourteen different charitable purposes.

In terms of this study, the operational definition of the NPVCS is the Third Sector Impact Consensus Definition: (Salamon and Sokolowski 2014) which states "The third sector consists of private associations and foundations; non-commercial cooperatives, mutuals, and social enterprises; and individual activities undertaken without pay or compulsion primarily to benefit society or persons outside of one's household or next of kin".

3.4 The History and Evolution of the Irish NPVCS

Tracing the evolution of the Irish NPVC provides interesting insights into the sector and the historical forces that have influenced its growth. Selecting critical milestones on that developmental path aids understanding of current change in the sector. Ireland has a long and dynamic tradition of voluntary action and self-help. The 6th and 7th centuries defined Ireland as the 'land of saints and scholars', dispatching monks on evangelical missions to Europe (Humphreys 2010). The Act of Union in 1800 abolished the Irish parliament and placed the administration of Ireland under the UK at Westminster. The resultant political agenda was aligned with highly organised faith systems, both Catholic and Protestant, with a strong commitment to their individual flocks and a desire for looking after their own. Suppression of both the Catholic Church and nationalism fused a strong alliance between these two forces. This became a hallmark of the future Irish Free State and Irish Republic, which was ultimately achieved in 1922 and 1939 respectively (Foster 1989). After independence, the

emerging role of the Catholic Church in state affairs became a defining feature of Irish social policy, enabling the Catholic principle of 'subsidiarity' to take root (Burke 1999). It established an accepted pecking order of responsibility for social provision stemming from the family, the community and finally the state (Pope Pius XI 1931, Donoghue 1998). Subsidiarity determined the manner in which Social Service Councils, which are now subsumed under the Health Service Executive (HSE), were established in almost every county in Ireland during the 1960's and 70's.

In recent decades, the decline in religious orders and the emergence of a more multicultural secular society created a divide between church and state and a decline in the power and influence of the Church (White 1980, Inglis 1998). The search to fill the human and financial resource gap left by the Church created a more secular and independent NPVCS. Its survival instinct drew it closer to Government (Clarke and Jennings 2007, Donoghue 2008, Humphreys 2010, Magan 2010, Doyle *et al.* 2016). Government legislation in the form of the Health Act of 1953, formalised the relationship between Government and the NPVCS by providing "Section 65" discretionary grants to NPVCS organisations, enabling the provision of social services not provided by the state. The Health Act of 1970 furthered the growth of Government led social services, with the establishment of a Regional Health Board System and a Community Care Programme (Gormley 1988). This burgeoning relationship was furthered by growing demands for improved welfare provision. The emergence of a 'mixed economy of welfare' opened the door for the state to play a greater role in social policy issues, as was the established trend in neighbouring UK (Fanning 1999, Lewis 1999, Ascoli and Ranci 2002, Harris 2010).

The economic recession of the 1980s highlighted the need for social services in areas such as unemployment, emigration and poverty. This was the genesis of partnership governance, which saw formal entry of the Irish NPVCS into national social partnership agreements. There are conflicting views on the value of social partnership governance (O'Cinneide 1998-1999, Allen 2000, Babacan and Gopalkrishnan 2001, O'Connell 2002, Reid Mandell 2002, Hardiman 2005, Bode 2006). Through seven successive social partnership agreements, this corporatist arrangement gave a voice,

visibility and legitimacy to the NPVCS which would have been difficult to achieve in isolation. This "reinvention of governance" (Geoghegan and Powell 2005, p.848) injected a new life into the Irish NPVCS, although some argue at a price in terms of loss of independence and voice. However, it also resulted in a blurring of sectoral boundaries as the sector moved closer to the state, setting in motion a new type of dependency relationship that would have major implications on its future development (Powell and Geoghegan 2004).

3.5 Characterising the Irish NPVCS

The new Charities Act of 2009 as implemented in 2014, simplified the characterisation of the NPVCS, with the establishment of the Charities Regulator and Register, whose reporting requirements provide a valuable source of reliable and standardised information on the sector. This section surveys the Irish NPVCS in terms of size, finances, activities, values, relationships and employment, in an effort to unveil the dynamic complexity of the sector.

3.5.1 Recognising the Irish NPVCS

Definitional difficulties have contributed to a paucity of comprehensive statistics on the NPVCS in Ireland, creating an impediment to researchers and policy makers in the field (Faughnan and Kelleher 1994, O'Donnell and Trench 1999, Third Sector Impact 2015). Lee (1989) laments the sector's under exploration, arguing that this provided reasons why Governments both in Ireland and elsewhere were so slow to invest and enable the sector's development (Acheson *et al.* 2004, Salamon and Sokolowski 2014). Such neglect resulted in a sector that remains misunderstood (Levitt 1973). The Irish NPVCS, like so many in the world, is considered to be the 'Third Sector' in terms of importance and contribution (Brock and Banting 2003). However, its distinctive contribution to civil society and its potency for innovation and growth has been broadly recognised (Jaskyte and Dressler 2005).

The first comprehensive study of the Irish NPVCS conducted by Donoghue *et al.* (1999a) adopted the Johns Hopkins structural-operational definition as did the subsequent Mapping Survey (Donoghue *et al.* 2006) and the Wheel Survey (The

Wheel and Crowe Howath 2014). The long awaited promulgation of the new 2009 Charities Act goes some way towards addressing the definitional issue by introducing more consistent and standardised understandings of what is considered a charity in Irish law (Breen *et al.* 2009, O'Halloran 2009). Growing recognition of the sector in Ireland is reflected in a number of Irish Government Reports (Department of Social Welfare 1997, Department of Social Community and Family Affairs 2000b, Department of the Taoiseach 2006b). These acknowledge the contribution of the Irish NPVCS and how it may interact cohesively with the private sector and Government. The relationship with the latter has come into sharper focus with the arrival of austerity and the collapses of the public finances (Donnelly-Cox and Cannon 2010).

3.5.2 Quantifying the Irish NPVCS

In a European context, Ireland's NPVCS was unfavourably compared with previous Soviet controlled Slovakia, being less developed and less resourced than its more Western neighbours (Gaskin and Davis-Smith 1995). The emergence of a number of pioneering studies (Powell and Guerin 1977, Ruddle and O'Connor 1993, Cousins 1994, Faughnan and Kelleher 1994, Ruddle and Mulvihill 1995, Jaffro 1996, Donoghue 1998, Acheson *et al.* 2004, Irish Non-Profits Knowledge Exchange (INKEx) 2012, The Wheel and Crowe Howath 2014) have helped to shed some light on the sector, opening the gate to greater investigation and analysis. These studies serve primarily as secondary data in profiling the sector below but come with health warnings due to mixed-definitions, -sampling frames, -research methodologies and overlap.

3.5.2.1 The Scale and Scope of the Irish NPVCS

The growth of the Irish NPVCS as portrayed in Table 3.1, reveals an upward trend in the number of registered charities driven primarily by socio-economic forces (DiMaggio and Anheier 1990). Though it does not account for organisations that do not fall into either category such as friendly and provident societies, it is estimated that the total number in 2016 was close to 25,000, a figure which was confirmed by the new Regulator in 2016 (Donoghue *et al.* 2006, Charities Regulatory Authority (CRA) 2016). The new Charities Act has mandated compulsory registration and over 12,500

were registered by the deadline of April 16th 2016 (Department of Justice and Equality 2015). A further 8,000 organisations were registered as limited companies in 2012.

Table: 3.1 Number of Registered Charities in Ireland

Year	Number of Registered Charities with a Charity Number	Number of Charities Established as a Limited Company	Source
1990	3,793	3500	(Costello 1990)
1999		4739	
2002	5,106		Quoted in (Acheson et al. 2004)from Revenue
2006	7,500		(Donoghue et al. 2006)
2012	11,500	8000	(Irish Non-Profits Knowledge Exchange (INKEx) 2012)
2016	12,500		The new Charities Regulatory Authority (CRA) Register (Charities Regulatory Authority (CRA) 2016)

The breadth and scope of the NPVCS is best captured in the International Classification of Non-Profit Organisations, which has become the international standard (Salamon and Anheier 1996). This categorisation has been applied in Ireland and the NPVCS and comprises: the delivery of services in conjunction with the state; social need identification and provision; societal value system maintenance and change and the provision of a social forum of expression (Donnelly-Cox 1998). It was used in the John Hopkins study, the Mapping Survey and the Wheel survey. Table 3.2 portrays the general diversity of the Irish NPVCS.

Table 3.2 General Activity by NPVCS in Ireland

Activity	% of Organisations
Umbrella Body	12
Providing Services / Information	49
Self-Help	11
Promoting A Cause	14
Other	14

Source: (Powell and Guerin 1997) as quoted in (Acheson *et al.* 2004)

The nature and activities of NPVCS organisations often captures and reflects the changing nature of Irish society and the emergence of a more diverse and multicultural society (Cullen 2000, Woods and Humphries 2001, Faughnan and O'Donovan 2002, Feldman 2004). The new Charities Act 2009 specifically addresses the issues of

purpose and role of charitable organisations by including a definition of 'Charitable Purpose' as expanded in Appendix A. Some commentators including The Wheel (2008a), have criticised this definition for its exclusion of the promotion of human rights and social justice and see it as an attempt to contain the NPVCS in its political and lobbying activities (Department of Justice and Law Reform 2006, Philanthropy Ireland 2007) an issue also encountered in the UK and other jurisdictions (Taylor and Warburton 2003a, Jenkins 2006).

Today, a focus on active citizenship has elevated the NPVCS, acting as a conduit between the individual and society (O'Ferrall 2000, The Taskforce on Active Citizenship 2007, Onyx *et al.* 2012). The NPVCS has gained importance in shaping public opinion and may be considered an agent of social change. In the Wheel Survey (2009), two thirds of Irish households rated charities above the Church and Government and only second to family in shaping personal values, thus positioning the NPVCS as a new source of moral authority in Irish society (Le Cheile 2009). Increased regulation in the form of a new principle-based Governance Code aims to strengthen public trust and confidence in charities. Such trust has become an integral part of the sector's identity and brand and is critical to each organisation's reputational capital (Kearns 1996, The Wheel 2011). While effective to an extent, recent governance controversies and scandals have tarnished public perception of the sector (Prizeman and Crossan 2011, Fegan and Shehan 2014, McDonnell and Rutherford 2018).

3.5.2.2 Age, Beneficiaries and Types of Irish NPVCS Organisations

Organisational age portrays a sectoral resilience, with one dating from the 12th century and over 50% being founded in the mid-1980s. Older organisations tend to be involved in sports, education and research while the youngest are focused on social development, housing and culture. The wide spectrum of organisations has naturally spun a wide net of beneficiaries, with community groups, youth and families, women and older people featuring most prominently (Donoghue *et al.* 2006). Growth in Ireland's prosperity during the 'Celtic Tiger' period (Gardiner 1994) created an expanding strand of super rich who embraced philanthropy (Colgan 2002, Morley

2014). The growth of corporate social responsibility/social action and social entrepreneurship created greater opportunity for these two sectors to interact and discover better ways of working together (Seitanidi 2010, Prizeman and Crossan 2011, Doyle and Lalor 2012). The emergence of groups like *Business in the Community* and *Social Entrepreneurs Ireland*, have brought new energy to this relationship, with the search for more innovative solutions to a wider array of social and environmental challenges, influenced by private sector thinking but with NPVCS values. Social enterprise as a hidden and under developed sub-sector has yet to find a full voice and identity in Ireland but offers a lot of potential (Murray 2010, Doyle and Lalor 2012, Punch 2012). While this sub-sector is difficult to quantify, 2009 research put the number of social enterprises at 106, which generated combined yearly revenues of €249m (Clarke and Eustace 2009).

The recent recession has witnessed rapid growth of beneficiaries within the NPVCS as economic hardship forced many to seek support from the sector. The Wheel Survey noted that two-thirds of organisations reported an increase in beneficiary numbers between 2009 and 2012 (The Wheel and Crowe Howath 2014).

3.5.2.3 The Economics, Finances and Funding Regime of the Irish NPVCS

Calculating the economic value of the sector is a methodological quagmire (Whelan 1999, Acheson *et al.* 2004). It was only in 1999 that the first hard data on the economic contribution of the Irish NPVCS appeared, analysed under two sub-sectors, the community and voluntary sector and the broader non-profit sector (Donoghue *et al.* 1999a). The latter's contribution was valued at 8.6% of GDP and 9.5% of GNP, equating to €4.2bn, while the former was valued at 2.14% and 2.4% respectively. International norms are in the region of 4.7% of GDP, which makes the Irish sector a significant economic force. The Mapping Project, based on 2003 data, stated that the economic value of the sector stood at €2.5 billion, with the imputed value of volunteers, placing the value closer to €4.8 billion (Croson *et al.* 2009). Given that the most recent data relating to NPVCS is now over a decade old, the need for more reliable and comprehensive data is widely acknowledged (Third Sector Impact 2015). To address this, the new CRA may go some way in capturing information in a uniform

and consistent manner via the standardised 'Annual Activity Report' and a set of audited financial accounts that have to be submitted by each registered charitable organisation (The Wheel and Crowe Howath 2014).

The financial mix of the Irish NPVCS reflects a similar growth pattern and rationale as elsewhere in the world and exhibits a strong dependence on government funding (Grønbjerg 2001, Spall and Zetlin 2004b). The Mapping Study portrays some shifts, with 60% of income stemming from the public sector, 15% from fees, under 10% from private donations and 15% from other (Donoghue *et al.* 2006). The latest Wheel survey reveals 52.7% of income stemming from statutory grants and contracts (The Wheel and Crowe Howath 2014). Public sector funding can be highly fragmented, with a maze of state agencies providing finance, resulting in a lack of clarity around the funding relationship (Duffy 1993). Reliance on state funding has a dark side, especially in certain sub-sectors such as the PSD, creating a societal misperception that such organisations are actually part of the public sector (Brooks 2000b, Brooks 2000a, Lu 2016). Furthermore, it is usually provided on a programmatic rather than long-term basis, impeding sustainable planning resulting in numerous calls to place the funding relationship on a more stable and sustainable financial footing (National Social Service Council 1977, National Social Service Board 1982, Commission on Health Funding 1989). It also cultivates a system of instrumental accountability, where performance measures shaped by external funders, like Government, dominate, at the loss of more internal expressive accountabilities (Gordon and Babchuk 1959, Kunsten and Brower 2010).

With the growing deficit in public finances and austerity, the level of government funding in the NPVCS decreased considerably (McKinsey Report 2010)**.** Austerity has weakened the balance sheets of many Irish NPVCSOs, placing them in vulnerable positions. The Wheel survey (2014) revealed that 60% of non-profit organisations reported a decrease in their income between 2009-2012. 66% of organisations took steps to reduce spending including pay freezes and reductions in pay and hours (Donnelly-Cox and Cannon 2010, Macmillan 2011, The Wheel and Crowe Howath 2014). Many NPVCOs were forced to seek alternative revenue streams. Traditional

fundraising still remains an important source of income for many Irish NPVCS organisations, despite the growing dependency on statutory or third party funding (Donoghue 1998, Donoghue *et al.* 2005). However, charitable donations have also declined, with only one in ten Irish people donating to charity in unplanned and small amounts (McKinsey Report 2010, Beesley 2013).

To bridge the funding gap, new revenue streams have emerged including profit seeking activities such as contracting with Government and the creation of social enterprises (Berglund *et al.* 2013). While this has been welcomed in certain sub-sectors, cannibalisation and colonisation comes at a potential long term cost of 'mission drift' and a blurring of the demarcation lines between the not-for-profit and for-profit worlds (Eikenberry 2009, Cornforth 2014). Given the new financial realities, many NPVCSOs are also looking towards greater partnership and collaboration and possible mergers as part of a sectoral solution (Aikins *et al.* 2009, Carole 2009) though some see this as corporate like predatory behaviour (Milbourne and Murray 2017c). However, such a development may place organisations on a stronger financial footing, contribute to long term sustainability and ensure greater organisational ambidexterity (Kauppila 2010).

3.5.2.4 Quantifying the Workforce in the Irish NPVCS

The scale and scope of the Irish NPVCS dictates the degree to which it deploys and relies on resources: physical, financial and human. The first systematic attempt to quantify the workforce was reported in 1999 as part of the John Hopkins Comparative Research Project as reflected in Table 3.3 (Donoghue *et al.* 1999a, Salamon 1999, Acheson *et al.* 2004). A combined Full Time Equivalent (FTE) total workforce of 223,328, makes it the fourth's largest sector following manufacturing, agriculture and personal services. This positions the sector's employment above the EU average of 7% and also above the international norm of 4.9%. Data from the Mapping Project indicated that 50% of organisations had a workforce of less than 5, with part-time females outnumbering males 5 to 1 (Donoghue *et al.* 2006). By the time of the Wheel Survey, 72% of the workforce were female (The Wheel and Crowe Howath 2014), supporting the previous discussion on atypicality and gendering of the sector.

Table: 3.3 Employment in the Irish NPVCS

Year: 1995	Non-Profit Sector- General	Voluntary & Community Sector
Full Time Equivalent (FTE)	125,584	32,136
In-Kind Volunteer	33,690	31,919
Combined FTE	159,274	64,055
Total:	223,328	128,110

Source: (Acheson *et al.* 2004)

Like all economic sectors, the NPVCS has to compete for physical, financial and human resources. Being the third sector places it at a disadvantage in the labour market in terms of attraction, security, career, pay and terms and conditions of employment (Acker 1990, O'Donovan and Varley 1992, Rao *et al.* 1999). This is compounded by the labour intensity of many of NPVCS activities. Salaries represent the biggest overhead on their balance sheet. In the Wheel Survey, 36% of organisations spent up to 60% of annual expenditure on salaries, while 27% spent 60%-80% (The Wheel and Crowe Howath 2014). The GFC exposed the sector to the vagaries of the economic cycle, which are often first felt in the labour market (Wilding 2010, Gutierrez-Barbarrusa 2016). Cuts in government funding had a significant impact on the NPVCS, resulting in unprecedented action including compulsory and voluntary redundancies as well as reduction in hours, pay, pension and terms and conditions of employment (Donnelly-Cox and Cannon 2010). The GFC and austerity became the biggest test of the sector's resilience to-date and represented a major fork in the long road of its evolution and maturity.

3.5.2.5 The Nature of Work in the Irish NPVCS

The reasons people choose to work in the NPVCS are complex and not fully understood (Mirvis 1992, Connolly 1997, Basini and Buckley 1999, Hebson *et al.* 2015) as discussed in more detail in Chapter 4. As the sector becomes more formalised, business-like and professional, it has to compete on the open labour market for credentialed professionals and specialist staff (Watson and Abzug 2005). Increased participation by a more diverse and educated workforce has heightened expectations around work quality, presenting new challenges for NPVCS in resourcing their organisations and meeting their evolving mandates (Parry and Kelliher 2009). There

is also a continued reliance on volunteers as a source of labour. The Wheel Survey found that 80% on non-profit organisations use volunteers (The Wheel and Crowe Howath 2014). Volunteering remains a distinctive and unique feature of the NPVCS worldwide (Gaskin and Davis-Smith 1995, Cordery *et al.* 2011, Sajardo and Serra 2011). The value and potential of volunteering is officially supported and promoted by various Irish government publications such as *Supporting Voluntary Activity* (Department of Social Welfare 2000) and *Tipping the Balance* (National Committee on Volunteering 2002). While it is important not to underestimate the value of volunteerism, the changing nature of the sector is creating a dichotomy between the need for volunteers and the need for professionals, who can reliably fulfil the requirements of a Government led contract in the provision of services. Therefore, the tipping point between the amateur/volunteer and the professional worker is coming into sharper focus and strikes at the heart of the sector's changing identity and culture (Hwang and Powell 2009, Kreutzer and Jäger 2011).

3.6 The PSD Subsector and Social Policy

The Irish NPVCS is a broad church and in the interest of comparability and generalisability, the two-case study organisations were purposively chosen from the PSD subsector. This subsector is dominated by non-profit providers, with such organisations having responsibility for 60% of service provision (Expert Reference Group on Disability Policy 2011). It consists of four large service providers, which includes the two-case study organisations, as well as a number of much smaller ones. Their genesis stems from a need to fill a gap in service provision which was not being met by the Irish state in the 1950's, when the model of social care was in its infancy and the 'mixed economy of welfare' was only emerging (Fanning 1999). Funding and legal recognition came via Section 65 of the Health Act 1953 and Section 38 and 39 of the Health Act 2004 and accordingly, organisations became colloquially known as "Section 38 or 39 Organisations". The Disability Act 2005 raised national expectations and obligations around persons with disabilities, forming part of a wider strategic framework of legislative measures supporting social inclusion as promoted by the National Disability Authority. It was seen as complementary to existing legislation, namely, the Employment Equality Act 1998-2007, the Equal Status Act 2000 and the

Education for Persons with Special Educational Needs Act 2004, in ensuring equality of access to services, education, training and employment for persons with disabilities.

More recently, *Progressing Disabilities* Services for Children and Young People was launched by the HSE in 2011, seeking to bring a national unified multi-disciplinary and multi-agency approach to delivering disability services for service-users age 5 to 18 years. Historically, disability service provision developed in an ad-hoc manner, with the HSE providing some services and the NPVCS growing its own service with HSE support. This resulted in inequities in national service provision and access, with wide variations in the quality and type of service provided, depending on the region of the country and the class of disability involved. The *Report of the National Reference Group on Multidisciplinary Services for Children aged 5-18 Years* introduced a new model of service delivery, which aims to achieve better outcomes for children and their families via one clear pathway of access and greater utilisation of all resources across both health and education.

In order to fully understand the contribution of the PSD subsector, it's appropriate to examine the sector's role in shaping national social policy. Social policy can be defined as; "those actions of government which deliberately or accidentally affect the distribution of resources, status, opportunities and life chances among social groups and categories of people within the country and thus help to shape the general character and equity of its social relations" (Donnison 1975, p.30). This definition underlines the role of the state as a critical social control agent, impacting the quality, dynamic and outcome of civil society relationships. As a service provider, the NPVCS has a tangible role to play in social policy formulation, whether as a participant or as a lobbyist-advocate, bringing its relationship with the state into keen focus (Craig *et al.* 2004, Healy *et al.* 2006).

The shifting configuration of the relationship between the state and the NPVCS and its growing role in the delivery of public services is best captured in Evers (1988) *'welfare triangle'*, in which the third sector is caught within the 'tension field' between state welfare, market welfare and informal welfare, with each NPVCS showing a

preference for a particular corner of the triangle (Buckingham and Rees 2016, p.42). This has become known as the 'mixed economy of welfare' and is the model adopted by many western countries in delivering social services (Mayo 1994, Fanning 1999, Powell 2007, Salamon 2015). Politics, economics, demographics, values, ideologies and contingencies all play an influencing role in the emergence of any mixed economy of welfare (Mayo 1994). Traditionally, Ireland, as a semi-peripheral country and a small open economy, tended towards a minimalist approach in terms of state provision and welfare systems (Pellion 1994). In its efforts to grow a welfare state and a welfare society, Ireland 'drifted' towards a mixed economy of welfare, where the state, the NPVCS and the family each played a distinct role in social provision, reflective of the hierarchy of Catholic 'subsidiarity'(Conroy 1999, p.47).

In 2008, the Government launched "Transforming Public Services" which was a continuation of their public service reform agenda, with a renewed emphasis on costs, efficiencies and shared delivery. The PSD subsector as a provider of disability services on behalf the state was included in this reform agenda. It resulted in the *Value for Money and Policy Review of Disability Services in Ireland Report*, which specifically mentioned "Sector 38 and 39 Organisations" (The Department of Health 2012). This report sought to reconfigure the delivery of disability services, moving away from group-based service delivery towards a more person-centred approach. Value for money for the service user, the service provider and the state via increased monitoring, oversight and accountability were fundamental to the new policy. It triggered the contract relationship in the form of an SLA, with more rigorous processes of independent validation and auditing, increasing accountability in the PSD subsector.

The *Value for Money and Policy Review of Disability Services in Ireland Repor*t and the resultant policy initiatives, demonstrate strong evidence of NPM inspired concepts within the NPVCS such as client/customer centricity, formalisation, standardisation, accountability and quality standards, SLAs and competitive tendering. The latter, coupled with the GFC and public sector austerity, created the perfect storm for NPVCS organisations (SIPTU 2009, Harvey 2010). Like many others, the PSD subsector entered a new climate of uncertainty in terms of financing, with the threat of further

cuts as the recession and austerity deepened. This had a significant impact on how the subsector operated and effected every echelon of inhabitating organisations.

3.7 The Forces and Dynamics of Change in the Irish NPVCS

Characterisation of the NPVCS and the changing policy landscape provides strong evidence that the sector is changing, internally in terms of its practice, processes and strategic choices and externally in terms of its operating environment and interaction with institutional actors as illustrated in a Voluntas (Special Issue) (2001) on Ireland (Donnelly-Cox *et al.* 2001). Change is not a new phenomenon in the sector. Like any environment, it has been subjected in varying degrees to the progressive complexity and uncertainty of organisational life, institutionalisation and technical development throughout its evolution (Duncan 1972, Ashby and Goldstein 2011). In order to understand the current state of the sector in terms of its work and its people, it is important to identify the political, legal and economic forces for change and the environmental actors and social control agents that have shaped and institutionalised the sector.

The Irish political system, as a parliamentary democracy affords equal rights to all its citizens under its written constitution, *Bunreacht na hEireann*, which is based on a system of proportional representation. The latter allows for greater representation by smaller political parties and special interest groups including charities (Chubb 1992, Collins 2004). The extent to which this power is used by NPVCS organisations to influence public policy is under discussed (Fyall 2016). This influence often takes the form of delegations to Government Ministers and policy position paper submissions (Faughnan and Kelleher 1994, Harvery 2000, Acheson *et al.* 2004). This can be a double-edged sword. Historically, the Irish Government has been reluctant to fund NPVCS organisations with an overtly political agenda, as evidenced by the exclusion of human rights advocacy groups under the new legal definition of a charity in the Charities Act (The Wheel 2008a). However, the importance of the NPVCS in a political context became more formally recognised after a 'long march through the institutions' and it was officially invited to participate as a social partner in the

National Social Partnership talks in 2006 (Allen 1998, p.25, O'Donnell 2000, Acheson *et al.* 2004, Department of the Taoiseach 2006b).

The legal context has also played a significant role in the evolution of the NPVCS landscape. As a former British colony, Ireland retains a common-law system, built on the pillars of interpretation and precedent. Legislation plays a vital role in state activism and capacity creation. In terms of social policy, the legacy of centralisation and interventionism has created a body of legislation stemming from the 1851 Medical Charities Act and the 1911 National Insurance Act to the 2009 Charities Act (O'Halloran 2009). The latter was critical in constructing a formal legal relationship between the NPVCS and the state, mandating greater accountability and transparency via the CRA and the Charity Appeals Tribunal (Donnelly-Cox and Cannon 2010). The creation of this legal space greatly altered traditional interactions between the sector and other social actors, exposing it to new forces and realities. The sector has also been directly impacted by legislation in other related fields such as taxation and employment (Morris 1999, Morris 2001, Moffatt 2006). The consequent compliance obligations on the NPVCS as employers have contributed to the standardisation and formalisation of many policies and procedures, especially in areas such as employment law and health and safety.

Given the resource dependencies of the sector, the economic context and the economic cycle is a critical force that cannot be ignored. The economic phenomenon of the 'Celtic Tiger' 2000-2007(Gardiner 1994), hit a hard landing in 2009 with the advent of the GFC. Ireland as a small open economy was especially vulnerable to this unprecedented economic shock, creating a credit crunch, a collapse of the housing market, a banking crisis and decimation of the state finances, culminating in a Troika led bail out from the IMF, ECB and EU (Dellepiane and Hardiman 2011). It resulted in a loss of financial and economic sovereignty and national reputation and placed the country at the mercy of its creditors, necessitating radical restructuring of public finances along with public sector reform (National Economic and Social Council (NESC) 2009, Roche *et al.* 2017). The eight austerity budgets between 2008 and 2014 involved €18.5bn in public-spending cuts and €12bn in tax-raising revenue measures,

with a 27% cut in the health budget. (Robbins and Lapsley 2014, Hearne 2015a). As a net recipient of funding from the HSE, this had obvious implications for many organisations within the NPVCS sector, with an average 35% reduction in funding (Hearne 2015b).

3.8 NPM in Ireland

Chapter 2 explored the genesis and evolution of the NPM philosophy and its various models in a comparative context. The Irish experience of NPM is part of that narrative. The development of the Irish system of public administration reflects several 'traditions' from Weberian bureaucracy to NPM (Rhodes and Boyle 2012, p.43). Public sector reform is central to the latter and has long been on the Irish political agenda as evidenced by the numerous reports on the issue as outlined in Appendix B and HR related reforms as documented in Appendix C. The Irish approach to public sector change portrays a pattern "of long periods of inertia, punctuated by occasional bouts of reform, which achieve varying degrees of success" (Hardiman and MacCarthaigh 2009, p.1). The Irish system of public administration remains remarkably similar to that inherited from the UK. It continues to be politically neutral, ethical and a status employer, while structurally and culturally being highly centralised, bureaucratic, conservative and immune to change (Boyle 2009).

The seeds of Irish NPM can be traced to the 1985 White Paper followed by the 1994 *Strategic Management Initiative* (SMI) with the 1996 *Delivering Better Government* (DBG) bringing it to bloom. These blueprint documents contained some of the characteristic hallmarks of NPM; managing for performance and results, an emphasis on long-term and integrated strategy, targeted training, privatisation and agentification, entrepreneurship and customer orientation. The various models of NPM in Chapter 2 portrayed the Anglo-Saxon version as having a preference for managerialism, with its associated suite of tools and techniques (Bach and Bordogna 2011). Ireland followed a similar path, but at a slower, less intensive pace, with Hood categorising the country as having "medium NPM intensity" compared to high intensity in the UK, Canada, Australia and Sweden (Hood 1995b, p.104, Hyndman and McGeough 2008). Reform proposals were limited to working within the status

quo, with no radical proposals to reinvent the existing system (MacCarthaigh 2012). *The Brennan Commission* 1932, *The Devlin Report* 1969 and *Serving the Country Better: A White Paper on the Public Service* 1985 all suggested 'tinkering' reforms, which in many cases lacked the political will to implement (Collins and Cradden 2007). Despite these initiatives, Ireland was considered a slow starter of NPM compared to other English speaking countries and was described as a 'reluctant reformer' and 'something of an outlier' in its uptake of NPM ideas (Robbins and Lapsley 2005, p.109, Hardiman 2010, p.12).

Until the arrival of the GFC, the prognosis on the success of NPM in Ireland was poor, with its original SMI being declared a failure (Comptroller and Auditor General 2011a, McGeough and Beck 2018). Major obstacles and areas for improvement were identified around leadership capability and delivery, particularly in sub-sector black spots such as the health service (Robbins 2007, Wallis and McLoughlin 2007, OECD. 2008). It is argued that the rhetoric of Irish NPM lacked political willpower until some of the issues that it was meant to address came crashing to the surface when the GFC hit (Hardiman and MacCarthaigh 2010). The collapse of the public finances, the 'Troika' Bailout and the dawn of austerity suddenly made public sector reform a necessity (Collins and Cradden 2007, Boyle 2009, Public Affairs Ireland 2011, Hardiman 2012, Boyle 2017). This urgency was reflected in the creation of a Reform and Delivery Office within the newly created Department of Public Expenditure and Reform, which enthusiastically championed austerity driven reform (Robbins and Lapsley 2014, MacCarthaigh 2017, Roche *et al.* 2017).

Times of crisis and recession are often seen as a golden opportunity to reform long protected and embedded institutions and practices as a legitimate necessity and an opportunistic advantage when powerful stakeholders, such as public sector trade unions, are vulnerable (Boin and Hart 2003, Hooren *et al.* 2014). Each successive period of economic instability ignites fresh debates on the need for public sector reform. This crisis-reform thesis often translates into the popular catchphrase of 'never waste a crisis' and gives momentum to a course of action that would be more difficult to achieve in calmer times (Cohn 1997, Terry 1997, Clarke and Newman 2012).

The Anglo-Saxon NPM approach of "doing more with less" conveniently aligned with Ireland's need to reform. It re-echoed the genesis of NPM, with a crisis in the body state being used by free marketers and libertarians to promote reform of the public sector and the adoption of private sector like policies and practices (Dunsire *et al.* 1989, Jessop 1995, Cohn 1997). The promulgation of the FEMPI (Financial Emergency Measures in the Public Interest) Acts 2010 & 2013 at the behest of the Troika, saw the statutory enforcement of concession bargaining agreements with public-sector unions (Sheehan 2014). It prompted a new framework for Irish public sector reform, with the successful implementation of three public service agreements (Croke Park, Haddington Road and Lansdowne Road Agreements), which all contained clauses around reform and a commitment to engage with new work practices (Labour Relations Commission 2013, Roche 2013, Department of Public Expenditure and Reform 2014). This "doing things differently" approach renewed emphasis on public sector productivity and performance, with the re-introduction of a previously failed Performance Management and Development System across the public service (Duncan and Wiley 2004, Tighe 2011, Delaney 2012, Boyle 2016, p.149). Concessions from vulnerable trade unions resulted in pay, pension and benefit cuts of up to 25%, elimination of old work practices and entitlements, an increase in contracted hours and productivity and a shedding of large numbers of public servants (Geary and Murphy 2011). There was an 8% drop in public sector employment between 2008-2015, despite increases in population and demands for public services (Boyle 2015).

Such unprecedented measures firmly put to bed the lingering debate on the effectiveness of NPM in achieving its two primary objectives: shrinking the public sector and improving the quality and efficiency of the remainder. It delivered more and quicker reform than all previous initiatives since the foundation of the state (Roche 2012, Hood and Dixon 2015), enabling NPM to become a central part of the new austerity driven reform framework (Comptroller and Auditor General 2011b, Department of Public Expenditure and Reform 2011, Department of Public

Expenditure and Reform 2014, Department of Public Expenditure and Reform 2017, MacCarthaigh 2017).

3.9 NPM and the Irish NPVCS and the Theoretical Framework

Chapter 2 introduced the theoretical framework of institutional, RDT and strategic choice theories and set out a justification for its use as an explanatory framework to explicate how NPM migrated to the NPVCS. This critical relationship was brought into sharp focus in the era of austerity and the advent of a new legislative framework. Such contextual forces mandated changes in the relationship nexus as acknowledged in various Government publications including the *Value for Money Report* (Department of Social Welfare 1997, Department of Social Community and Family Affairs 2000a, The Department of Health 2012). This evolving relationship between the State and the NPVCS presented a paradigm shift from 'government' to 'governance' and had significant implications for the character of the sector and how it does business, especially around people and management (Brock and Banting 2003, O'Regan and Donnelly-Cox 2003). Given the growing relationship and institutional demands between the Irish NPVCS and the state, it was inevitable that NPM would migrate by intent or osmosis to the sector as is evidenced in other counties such as the UK (Kelly 2007, Reeves and Mullins 2016, Cunningham and James 2017).

With increasing inter-relations and inter-dependency between Government and the NPVCS, NPM became the currency of engagement between both parties. It created new expectations and conflict on the relationship, placing greater demands on ill-resourced NPVCS organisations to behave and manage in certain private sector ways, enshrining greater accountability and transparency (Kearns 1996, Nieto Morales *et al.* 2013). This isomorphic force compelled NPVCS organisations to adopt a dominant institutional logic of greater formality and professionalism in terms of both their functional and social hierarchy (Diefenbach and Sillince 2011, Gawer and Phillips 2013). NPM represents one of the most potentially powerful institutional forces and logic to shape and mould the Irish NPVCS. However, this force often resulted in a clash of cultures, ethos and logics between the NPVCS and NPM, raising questions and concerns about the intrinsic compatibility of the two and the organisational forms

from which they stem (Hall 1992, Knutsen 2012). Competing values within NPVCS organisations created struggles to balance margin and mission with the possible consequence of undermining their 'institutional integrity' and 'hollowing out' their core and unique values that once made them a distinctive organisational form (Selznick 1992). Salamon observed that this *"growing mismatch between the actual operation of the voluntary sector and popular conceptions of what this sector is supposed to be like"* may result in institutional dissonance as they try to rationalise conflicting expectations and positions (cited in Brody 1996, p.36), with implications for employee commitment and organisational outcomes (Berman and West 2011). It also prompted questions about the consequences of 'hollowing out' of the state, with the NPVCS undertaking greater provision of previously state provided public services. While this accomplished the 'thinning out' of public administration and reduction in the size of the public sector, it also repositioned the state in an increasingly new role as a 'shadow employer', creating a greater interdependence between the two (Social Enterprise UK , Saidel 1989, Milward and Provan 2000, Terry 2005, Reid-O'Doherty 2010, Crouch 2011, Salamon and Toepler 2015).

The sector's promotion into the 'Fourth Sector' as an arm of government, is testament to its coming of age, similar to its evolution in many developed countries (Alessandrini). The old model based on charity and benevolence shifted in favour of one based on civil society, with the NPVCS acting and thinking like any other sector in the economy (Phillips 2003). Formalisation, managerialism, professionalisation and legitimacy are all by products of this maturing process (Moore 2000, Chad 2012, Sarpong and Davies 2014). The reconfigured relationship with the State reflects a resource dependency, power imbalance and an affirmation of legitimacy (Hyndman and McMahon 2011, Doyle *et al.* 2016). The reciprocal exchange of resources between the actors contributes to its continued legitimacy at a pragmatic, moral and cognitive level (Dart 2004b, p.416, Jung and Moon 2007). However, the achievement of such legitimacy sometimes comes at a cost to organisational mission, values and culture. In some instances, organisations are becoming a franchisee, responsible for the delivery of Government prompted policy and social provision to the extent that there is a growing perception that it's part of the public sector (Murray 2012). Concern that the

NPVCS is losing its independence and distinctiveness and becoming contaminated with politics is not unfounded (Hay 2007, Local People Leading (LPL) 2008, Panel on the Independence of the Voluntary Sector 2014, Egdell and Dutton 2016). The growing association with the state has consequences, intended and unintended, structurally, operationally and culturally. Autonomy of the NPVCS was placed under unprecedented pressure as NPM values of accountability, outcome focused contracting and performance and network management come to the fore (Boyle 2002, Donelly-Cox and McGee 2011), in a manner similar to what has occurred in the UK (Lewis 1994) and Australia (Chalmers and Davis 2001). This places the NPVCS at great risk in terms of how it is perceived, internally and externally. Accordingly, at a time of disillusionment among the Irish public towards the political system, some consider it critical that the NVPCS should distance itself from being seen as a puppet-sector for Government. Not to do so may have real consequences for its reputation, legitimacy, integrity and brand as well as for active citizenship, re-engagement and reinvention of the Third Sector (O'Ferrall 2000, Donoghue 2002, Boyle and Butler 2003, Onyx *et al.* 2012). Envisioning an alternative way for civil society and the NPVCS which counters the dominant discourse of neo-liberalism and allows a space for resistance is a growing view (Powell 2009, Powell 2013, Rochester 2013, Milbourne and Murray 2017c).

3.10 Work and HRM in the Irish NPVCS

There is a paucity of empirical research specifically on work and HRM in the Irish NPVCS. However, a brief examination of HRM in Ireland generally helps to develop an understanding of HRM in the sector. The evolution of the Irish economy from agriculture to industry to services and technology, mirrors a progressive growth and professionalisation in HR (Leddin and Walsh 1998, Harney *et al.* 2014). The first branch of the Institute of Labour Management was founded in 1937, becoming a forerunner of the Institute of Personnel Management (IPM) and now the Chartered Institute of Personnel Development (CIPD). This professional body, which covers both the UK and Ireland, continues to grow its Irish membership, rising from 672 members in 1981 to 4994 in 2016, of which 1.24% work in the Irish NPVCS (Chartered Institute of Personnel and Development (CIPD) Ireland 2016). With such a relatively small community, the movement of HR people and practices across all

sectors of the economy including the NPVCS was inevitable (Suh 2018). The emergence of HRM in Ireland followed a similar evolutionary path as the UK, with the movement from welfarism to personnel management to HRM (Tyson and Fell 1986, Gunnigle 1998, Monks 2002).

Critical to this journey was Ireland's membership of the EU in 1972, which accelerated the spread of new employment laws and the need for greater HR compliance (Forde 2001). EU entry and Ireland's low corporation tax made the country attractive for foreign direct investment and the influx of Multinational Corporations (MNCs) wishing to gain access to the common single market. MNCs, given their size and ownership structure compared to the indigenous Irish industry, were seen as HR pioneers in the Irish context, fueling a diversity of HR approaches and innovative work practices (Heffernan *et al.* 2008). Their strategic approach to HR included progressive HR policies around high-performance work practices, individuation of contracts, Just-In-Time and Total Quality Management systems and autonomous team working (Geary 1999, Geary and Roche 2001, Turner *et al.* 2001, McCartney and Teague 2004). They also tended to adopt a strong unitarist approach to employee relations, with decentralisation of employee relations to line managers and a deliberate union avoidance strategy (Geary and Roche 2001, Roche 2001, Gunnigle *et al.* 2009, Lavelle *et al.* 2009).

Very little is known of the diffusion of HRM practices to the NPVCS and a limited mixed bag of studies focus on the nature of work in the sector rather than on HRM practices, creating a gap for further research. A national study of employees in the Irish NPVCS in 1987 using the European Meaning of Work questionnaire, gave some empirical insight, finding employees had a strong attachment to their organisation and their work (MOW 1987, Basini and Buckley 1999). In that study, work centrality, work role identification and work goals were all found to be much higher compared with private sector employees, with non-profit employees placing greater value on work outcomes and the value of their work to society. A later study of Irish NPVCS Managers, found that they were primarily people oriented and caring and managed on a basis that was consensual, consultative and inclusive, with values such as

universalism, spirituality, benevolence and self-direction considered to be the most important (Connolly 1997).

The first ever survey of pay and benefits in the Irish NPVCS conducted by The Wheel (2008b), portrayed a profile with less attractive terms and conditions of employment, although exceptions were noted with links to size, income, life cycle stage and alignment with Government. While Trade Union density in Ireland is relatively high, especially in the public sector, this is not mirrored in the NPVCS, with low levels of membership and poor success at organisation (McInerney 2014, Murphy and Turner 2014). This is compounded by growing employment precariousness in the NPVCS and in the wider Irish economy (Baines *et al.* 2014b, McInerney and Finn 2015, ICTU 2017). With such low levels of trade union membership, it appears that work in the sector continues to be consultative and inclusive, diminishing the perceptual need for external mediation, even at a time of extreme change and economic hardship. The specific employee profile and the highly feminised workforce also appears to be more receptive to change, similar to a UK study by Atkins and Lucas (2011). Despite the severe recession and economic challenges within the sector in recent years, a 2014 study highlighted that employees continued to retain high levels of commitment and OCB (The Wheel and Crowe Howath 2014), which is mirrored in the analysis of survey data in Chapter 9.

3.11 Conclusion

This chapter painted a portrait of the Irish NPVCS. Tracing its rich historical roots identified critical influences that have shaped the sector as an institutional field, some of which still cast a shadow today. The political development of Ireland from a once colonised state to that of a Republic has left a lasting impression on the nature of public administration and policy making in Ireland. Its legacy is one of a highly centralised and bureaucratic system of government, where power and decision making is concentrated at its core. The role of the Catholic Church and its principle of 'subsidiarity' which set a pattern and hierarchy of service provision, is still reflected in the Government publication on active citizenship (Department of the Taoiseach 2006a).

The sector has flourished into a robust and significant player in the sphere of Irish economic and social development, becoming the fourth largest sector and a significant contributor to GDP, engaged in a broad spectrum of activities. This carving out and contesting of a socio-economic space brought into contention the long festering issue of how the sector should be labelled and defined. The well-established John Hopkins structural operational definition gave way to a newer EU Third Sector Impact consensus definition which is being hailed as a universal one in the hope of addressing the lack of measurement and statistics on the sector (Third Sector Impact 2015). In the Irish context, the definition of charitable purpose in the new Charities Act serves as a maker from which the sector may be systematically quantified, via the reporting requirements of the CRA. The existing statistics demonstrate a sector with a capacity to innovate, grow, adapt and survive.

As the chapter unfolded, it explored how the 'hidden continent' continues to drift closer to the mainstream market economy and has been rediscovered by significant stakeholders, most notably Government. Similar to other parts of the western world, a rethinking of the nature and size of the state led to public sector restructuring in which there was a paradigm shift from 'government' to 'governance' and emergence of a mixed economy of welfare, with a strengthening of the relationship between the State and the NPVCS (Fanning 1999, Brock and Banting 2003, Anheier 2009). This relationship brought greater formality and professionalisation to the sector, operationalising its mission in a more business-like manner, accelerated and moulded by the contagion of NPM (Maier *et al.* 2016).

Austerity and the GFC buttressed by emergency legislation resulted in more public-sector reform than any other time since the foundation of the Irish state, bringing a new intensity to NPM changes via concession bargaining. It resulted in cuts in pay, pensions and allowances, while delivering more flexible working practices. As a principal funder and shadow employer, the state imposed this NPM philosophy on the NPVCS. Resource dependency and power imbalance gave the NPVCS little choice but to comply. It resulted in a reconfiguring of the roles, responsibilities and values of

the sector. While greater alignment of the sector with the State bestowed greater credibility and legitimacy, it also saw it becoming increasingly commodified as an additional arm of government in the guise of a contract provider of state services, thereby compromising its traditional role as policy advocate (Balassiano and Chandler 2010, Fyall 2017).

Tensions between mission and margin further accelerated the migration of NPM philosophy to the sector, with the embedding of competitive tendering, SLAs and other market facing initiatives, creating a new layer of interaction and control between the state, the regulatory actors and the sector (Vogel 1996, Westrup 2012, Cunningham and James 2017). Given this new exposure and interdependency with the State, one would question how far down this NPM road it may ultimately travel before its founding missions and values are entirely compromised or derailed (Bennett and Savani 2011, Henderson and Lambert 2017).

Finally, the chapter zoned in on the Irish PSD subsector, in cognisance of the case studies in Chapters 6 and 7. The shifting policy landscape the sector must operate within was discussed. While NPM like isomorphic pressures brought a new vigour and vitality to the PSD, it also became a source of conflict and values clash. It exposed the sector to unprecedented change. The reaction to this NPM inspired change has the potential to undermine the spirit and ethos of the sector and irrevocably change its mission, values and most importantly, its people.

In sum, Chapters 2 and 3 set the theoretical stage to answer the following research questions:
1a. What are the environmental and institutional forces of change that have shaped the evolution of NPM in the Irish NPVCS?
1b. How has this NPM inspired change infiltrated and impacted the Irish NPVCS?
2. How has this NPM inspired change shaped work and HR in the Irish NPVCS?

The next chapter funnels down to the employee level in exploring their reaction to this NPM inspired change.

Chapter 4
The Employee Reaction to NPM Inspired Change in the Irish NPVCS: A Conceptual Framework and Research Hypotheses

Chapter 4: The Employee Reaction to NPM Inspired Change in the Irish NPVCS: A Conceptual Framework and Research Hypotheses

4.1 Introduction

The third sector's growing entanglement with and reliance on a more 'dispersed government' has made NPM a dominant managerial force and agent of change within the sector (Hemmings 2013, Wynen and Verhoest 2013). The micro-foundations of change reside in the cognitive and emotional make-up of individual employees as they enact their working lives, making sense of the 'puzzling terrains' of work (Weick 1995, Noon and Blyton 2007). This chapter aims to capture the general reaction of the workforce to those NPM inspired changes. It commences with a review of why people are drawn to work in the NPVCS, why they remain and why they leave, providing insight into how change impacts tenure, job embeddedness and turnover. This is followed by a review of how NPVCS employees in other countries have perceived change, leading to an unveiling of the conceptual framework that underpins the study, complementing the theoretical framework and various literature streams introduced in Chapter 2. This employee perspective which is closely aligned with symbolic interactionism, is often neglected in the change literature due to the domination of a structural functionalist outlook (Burrell and Morgan 1979a, Meek 1988, Cross *et al.* 2008). This study contributes towards redressing this imbalance

The conceptual framework captures the employee reaction to NPM reforms within the NPVCS and its impact on their employment relationship. The constituent concepts of the framework are individually identified, with the genesis, antecedents, explication, measurement and relevance of each one addressed in turn. The constructs of choice include; the transactional and relational PC, normative-continuance-affective commitment, individual and organisational OCB and the VSE. While these constructs contain discriminant validity, they are also interconnected and this connectivity is explored. Finally, the interaction between these outcome variables and the predictor variable; Employee Reaction to NPM Inspired Change, are expressed in the form of a number of research hypotheses which are tested in the two-case study organisations and the findings outlined in Chapter 8.

4.2 Attraction, Retention, Turnover and Job Embeddedness in the NPVCS:

The decision to join an organisation within the NPVCS is complex, drawing on a variety of personal, professional and contextual factors. Work remains central to life, identity and society (Foster 2012). The work values literature provides some insight into the underlying reasons why people choose to work in a particular organisation and sector. These can include intrinsic, extrinsic, interpersonal, altruistic and prestige factors, some of which are more salient to the NPVCS than other sectors (Ros *et al.* 1999, Lyons *et al.* 2006, Budd 2011). The structure and stabilisation of such values in the NPVCS reveals a strong values-expressive and relational/solidaristic orientation to work, compared to a more instrumental orientation in other sectors (Mirvis and Hackett 1983, Onyx and Maclean 1996). Traditionally, the ethical and value-based orientation of work in the NPVCS has provided the primary motivation to work within the sector as the altruistic nature of the work appeals to those with personal experience of disadvantage or those possessing strong religious or philosophical beliefs (Paton 1991a, Onyx and Maclean 1996, Cunningham 2008a, LeRoux and Feeney 2013). Rokeach's (1979, p.50) definition of values as "socially shared cognitive representations of institutional goals and demands" emphasises their collective and shared nature (Kabanoff *et al.* 1995). The desire to match those values contributes to the reason why people are drawn to the sector and ultimately, why they stay or leave (Boswell 2006, Nickson *et al.* 2008, Burt and Scholarios 2011).

In pursuing a particular ideological mission, organisations within the sector tend to attract individuals motivated by particular ideas or vision (Rose-Ackerman 1996). For such employees, purpose and values such as a commitment to social equity and care and a broader sense of social justice supersede other considerations such as pay or terms and conditions of employment (Hansmann 1980, Nickson *et al.* 2008, Baines 2010). In joining such organisations, employees seek to fulfill personal philosophical needs, advocating for and assisting service users through the development of personal bonds and relationships (Cunningham 2005). This underscores the motivation of many employees within the sector, contributing to the "warm glow" phenomenon which refers to the intrinsic rewards of the job, leading to greater job satisfaction and

subjective well-being as well as a justification for being and remaining there (Benz 2005, Rutherford 2009, Baines 2010, Kamerāde and McKay 2015, Potts 2017). Even in times of austerity, agency mission is critical in retaining NPVCS staff as it contributes to worker identity and serves as a buffer to degradation in terms and conditions of employment (Baines *et al.* 2014a). In a study conducted by Nickson *et al.* (2008), only a minority of employees considered pay as a significant factor in choosing to working in the NPVCS. Mirvis and Hackett (1983) identified similar outcomes, with employees indicating that their work was more important than the money they earned. Accordingly, where there is a strong sense of intrinsic utility from jobs, lower wages are an acceptable part of working within the sector (Benz 2005, Cunningham 2005).

The acceptance of lower salaries and extrinsic rewards and higher levels of job insecurity is often counterbalanced by expectations of greater work autonomy, task variety and active involvement in the decision making processes (Mirvis and Hackett 1983, Cunningham 2005, LeRoux and Feeney 2013) which contributes to a subjective well-being and job satisfaction premium (Kamerāde and McKay 2015, Potts 2017). A need for flexible work arrangements and a healthy work life balance are also fundamental characteristics of work within the sector. This is often associated with gendering and the preponderance of women within the sector as discussed in Chapter 2. While both men and women may express similar levels of commitment to organisational mission; commitment among women is often tempered by their life cycle stage and their personal responsibilities as carers for young children (Taylor 2004, Cunningham 2008a, Themudo 2009). These responsibilities create a need for sensitivity to employee needs in terms of geographical location and working hours, in order to enable maximum participation of such a workforce. The creation of a supportive work environment within the NPVCS often results in a workforce that is more committed, motivated and productive than that of the private sector (Cunningham 2005).

Given the demographics and the 'greying of society' in the developed world, the issue of retention and turnover has become an important consideration for the social care

sector worldwide (Folbre 2001, Watson and Abzug 2005, Howe *et al.* 2012, Abzug 2017). Inclusion of the job embeddedness literature illuminates the strength of connectedness between employees and their job, work group and organisation (Granovetter 1985, Holtom *et al.* 2008). The distinction between on the job and off the job embeddedness illustrates the complexity of job retention in which factors such as skills and co-workers must be linked or scarified with off the job factors like family and community commitments (Holtom *et al.* 2006). Many situational factors influence employee job embeddedness, ranging from macro issues including organisational culture to micro ones such as fun and friendship levels at work (Mitchell *et al.* 2001, Tews *et al.* 2014). Worker-client embeddedness is particularly relevant in the sub-sector of social care, where evidence suggests that it can dampen pay dissatisfaction and intention to quit (Treuren and Frankish 2014)..

An employee's unfavourable assessment and perception of change, such as NPM inspired reform may invoke a suite of reactions (Conway *et al.* 2014). Potential damage and deterioration to the quality of the employment relationship is at the heart of such reactions. The antecedents to voluntary turnover decisions are multi-factorial and often linked to the dynamic of the employment relationship, the economic cycle, the health of the external and internal labour markets, employee perceptions around job alternatives, biographical data, job attachment and the overall health of the organisation's climate and culture (Callister 2006). The intention or decision to leave an organisation can be one of the most visible indicators of the health of the employment relationship. It is a decision that is not taken lightly given the economic and social implications in terms of loss of livelihood and social identity (Foster 2012). Two dominant perspectives in the literature on turnover have emerged (Morrell *et al.* 2001). The labour market view relies on external factors and economic concepts like supply and demand, utility, rational choice, opportunity costs and rewards to explain the decision to quit. In contrast, the psychological school relies more on the internal micro-foundations of what is seen as affective decision making and draws on concepts such as job satisfaction, career development, commitment and the PC among others. Criticism of the weak predictive and explanatory powers of these perspectives has led to the emergence of alternative theories, which allow for greater temporal dynamism

such as the unfolding theory and the context-emergent theory of collective turnover and turnover contagion (Lee *et al.* 1999, Mossholder *et al.* 2005, Felps *et al.* 2009, Nyberg and Ployhart 2013). Studies reveal that turnover has been linked with the PC (Robinson 1996, Turnley and Feldman 1999b), OCB (Paillé 2012), organisational change (Sheridan 1992) and commitment (Yalabik *et al.* 2016). Disappointment, loss of trust and breach of promise have greater salience in NPVCS organisations, creating multiple and competing commitments which may exist to a lesser degree in the for-profit world (Alatrista and Arrowsmith 2004). Dissonance (Harris 1998), value incongruence and person-organisation mismatch (Moynihan and Pandey 2008) are by-products of such competition and for those employees who are unable to rationalise new work realities, exit may be the only option.

From this discussion, it is evident that many of the factors that drew people to the sector are also relevant in their ultimate decision to stay or quit (Ohana and Meyer 2010). Given the shift from more expressive to instrumental reasons of attraction, factors such as job conditions and organisational issues have gained more importance in explaining turnover in the social care sector (King *et al.* 2013). This has become a concern for many organisations, given the austerity of recent years. In a study conducted by Cunningham (2008a), there is evidence to suggest that employee commitment remains strong in the short to medium term when it is targeted towards the work of the individual or the service user, even when PC violation has occurred. However, eventually the economic reality of earning less may begin to impinge on commitment levels, creating a conflict between the financial needs of the employee and their responsibilities to the service user. Studies in the UK and Canada have shown how the advent of austerity brought further downward pressures on pay and terms and conditions of employment, resulting in increased precarity in the sector (Baines *et al.* 2014b, Cunningham *et al.* 2016). Accordingly, while strong commitment may be in evidence at a given point in time, it may be underpinned by a fragility that can easily tip in the direction of personal needs, resulting in employees leaving their respective organisations.

While having the potential to adversely affect the functioning of NPVCS organisations, recent developments in the sector have found ways to circumvent precarity of the workforce. Task standardisation and the de-skilling of social care has reduced the demand for a highly skilled and experienced workforce (Baines 2004a). The need for a full-time permanent workforce is reduced, giving rise to a more short-term, contract, part-time, temporary and casual culture in many organisations (Townsend *et al.* 2017). Rather than creating difficulties, this type of numerical flexibility has become the preferred mode of operation in many instances, reducing the need to provide higher wages and benefits while giving organisations the scope to employ staff on a needs and case by case basis (Baines 2004b). Therefore, the retention of staff is not necessarily significant to some organisations as high turn-over and a contingent workforce may often suit the organisation's needs, particularly in times of economic recession.

4.3 NPM Inspired Change

Lapsley (2008, p.78) characterised NPM as a "mechanism of change". This recognition gave birth to the "NPM Inspired Change" concept developed in this study where certain core characteristics inform the selection of headings and items that craft the NPM inspired change scale in the employee survey. In this chapter, the conceptual contents of the scale based on literature by Lapsley (2008) and Hood (1991) are examined to highlight the multifaceted nature of NPM and its capacity as a mechanism of change. These include structural reform, performance management, incentives and motivation. Understanding how organisational change generally occurs in the non-profit sector is poorly understood (Wilson 1996) but analysis of NPM inspired change in the sector contributes to filling that gap while expanding our understanding of the NPM construct, especially under the extreme conditions of austerity (Chad 2014).

In its evolution, NPM has borne a partial 'convergence' between public and private sector managerial behaviour and practices while retaining some of its distinctions and unique constraints (Boyne *et al.* 1999, Poole *et al.* 2006, Lapsley 2008). At a basic level, NPM may be seen as a "cluster of ideas and practices" incorporating the three M's and three E's of NPM as discussed in Chapter 2 (Denhardt and Denhardt 2000,

p.550). It has also been described as a trio of management processes; general management, entrepreneurship and transparency and accountability (Lapsley 2008). These map onto various changes in practices and processes which often have an organisational, work/service provision and employee focus or all three. Organisational changes pursue becoming more business-like with the adoption of more bureaucracy, managerialism, performance measures, auditing and technology (Ferlie *et al.* 1996). Work changes involve a focus on savings and efficiencies and a thrust towards doing more with less. Employee related changes entail reductions in staffing levels, working hours, job security and pay and benefits with greater pressure and expectations to engage in more non-paid work beyond contract. The implementation of such NPM inspired change in the NPVCS has invoked a variety of reactions to which we now turn.

4.4 The Employee Reaction to NPM Inspired Change in the NPVCS

The rise of NPM has brought pressures to the NPVCS in many countries, altering attitudinal dispositions such as passion among employees (Saunders 2004, Self *et al.* 2007, Cunningham 2010a, Choi 2011). The tri-partite view on attitude elucidates the employee response, which may be cognitive, emotional or behavioural and may foster resistance or ambivalence to change (Katz 1960, Rosenberg and Hovland 1960, Ajzen 1987, Eisenhardt 2000, Piderit 2000). The employee experience of change is primarily a perceptual process, which is highly situational and person specific, highlighting social and organisational context and the critical importance of individual difference (Cappelli and Sherer 1991, Mowday and Sutton 1993, Haslam 2004). Change, regardless of the organisation's intention or logic, will always be experienced at an individual employee level. It manifests in the employment relationship, the PC and in the context of the NPVCS, in the VSE (Lapworth *et al.* 2016a). Each employee will perceive, appraise, socially construct and make sense of the event in their own way, based on perceived equity, fairness and organisational justice (Ajzen 1991, Madden *et al.* 1992, Greenberg and Colquitt 2004, Conway and Monks 2008 , Liu *et al.* 2012, Brown *et al.* 2017). It is subject to perceptual biases, attribution tendencies, social and work identity and the propensity for adaptation and change (Hewstone 1989, Weick 2001, Arnold *et al.* 2005).

The organisational change literature identifies the various triggers and resistors to change at an individual level as manifested in the employment relationship, which an organisation must plan for when executing change (Kotter and Schlesinger 1979, Bedeian and Zammuto 1991). The individual employee's value set will influence their acceptance of change depending on the congruence between such values and the culture of the organisation (Meglino *et al.* 1992, Trice and Beyer 1993, Stone *et al.* 2007, Triandis and Wasti 2008). Accordingly, any change intervention must anticipate workforce reactions in terms of the PC and ultimately its organisational culture (Schalk *et al.* 2001). This dovetails with Martin's (1992) 'three perspectives' on organisational culture, in which the forces of integration, differentiation and fragmentation may compete and co-exist in the one organisation resulting in a range of corresponding employee reactions and outcomes, necessitating the renegotiation of many different types of PC over time (Robinson *et al.* 1994, Ruokolainen *et al.* 2016). The manner in which change is implemented and managed is mediated by the fair process effect which shapes employee responses and the potential success of the change initiative (Van den Bos 2005, Bartunek *et al.* 2006a, Neves *et al.* 2018). Change and reaction to change at the individual employee level has long been a neglected consideration but has recently moved more centre stage (Grant and Shields 2002, Thomas and Davies 2005, Choi 2011, Oreg *et al.* 2018).

Attempts at a meta-analysis of the literature on the employee response to organisational change acknowledge the difficulties around measurement and construct discrimination and notes the failure of studies to sufficiently distinguish between explicit reactions to change and change consequences (Oreg *et al.* 2011). Capturing and measuring the experience of change by a reliable and valid barometer is highly problematic (Rafferty *et al.* 2013). Given the nature of social science and individual behaviour, it is difficult to conclusively predict how organisational change will impact at an individual level or how employees will cognitively appraise and respond to particular organisational events and interventions at any point in time (Smith and Kirby 2001). However, a meaningful starting point is an examination of the form and quality of the employment relationship, which is complex and dynamic and comprises many

faces: legal, economic, social, psychological and ideological. These underpin the complex process of contract formation and disruption and must be part of explicating change and the employee reaction to such change.

Examination of employee reaction to NPM inspired change across a number of jurisdictions reveals a spectrum of responses and impacts. In the UK, it has altered the interface between the state and NPVCS as manifested in the format of compacts, commissioning, contracting and personalisation (Knapp *et al.* 2001, Buckingham and Rees 2016). Such policy tools influenced people management and work practices with subsequent degradation in employee terms and conditions of employment, public funding shrinkage and a 'hollowed out' state, resulting in reduced commitment and OCB (Cunningham and James 2011, Cunningham *et al.* 2013, Cunningham 2015, Reeves and Mullins 2016). In the USA, the overall thrust of the government non-profit relations led to the decentralisation of public services, resulting in greater marketisation and business-like approaches within the NPVCS and a greater professionalisation of employees (Smith and Smyth 1996, Alexander 1999, Alexander 2000, Alexander and Nank 2009, Smith 2011). In Australia, NPM change resulted in the development of quasi-markets in the NPVCS, producing employment systems based on casualisation, work intensification and low pay and reductions in employee commitment (Considine 2003, King and Martin 2009, Lyons and Dalton 2011, McDonald and Charlesworth 2011, Cunningham *et al.* 2014). A similar pattern is evident in Canada, where market based regulation brought instability to the sector with negative consequences for labour management practices (Evans *et al.* 2005).

From these examples, it is evident that NPM has impacted the working environments, often with negative consequences for job satisfaction and performance and a gradual shift to a more externally orientated organisational culture, as is associated with the private sector (Brunetto and Farr-Wharton 2005, Bradley and Parker 2006). It has led to greater precarity of the workforce and downward pressures on pay, terms of employment and workplace participation, resulting in distrust, stress and work dissatisfaction and even bullying (O'Donnell *et al.* 1999, O'Donnell *et al.* 2011, Darwood and Rahah 2013, Baines *et al.* 2014b, Cunningham *et al.* 2017). Some see

this as the cost of bringing discipline and business professionalism to the sector (Collins 2005a, La Piana 2010) as part of the wider debate about what kind of NPVCS society needs and wants and the sector's role in social policy change (Anheier 2009).

Re-hanging the various literature streams on organisational change, public service reform and the evolving NPVCS, facilitates an interpretation of NPM as a form of disruptive and radical change, similar to how it was viewed when it first entered the public sector (McNulty and Ferlie 2004, Steane *et al.* 2015). Just like it was seen as a 'wicked problem' for the public sector, it may now equally be seen as containing all the hallmarks of 'wicked problem' for the NPVCS, being ill-defined, multi-layered and complex (Rittel and Webber 1973, Head and Alford 2015). It contains the five basic elements common to all wicked problems, namely influencers, behaviours, ideology, boundaries and knowledge and invokes different types of uncertainty surrounding cognition and strategy. (Steane *et al.* 2015, p.277). Especially relevant are cognitive uncertainty and behavioural change given the employee level focus of this chapter.

4.5 A Conceptual and Explanatory Framework of Employee Reaction to NPM Inspired Change

NPM inspired change and the employee reaction to such change cannot be understood in isolation as they are part of a wider context and landscape (Rousseau 1978, Rousseau and Fried 2001, Coyle-Shapiro and Neuman 2004, Clinebell and Shadwick 2005). Rousseau (1978, p.522) defines context as "the set of circumstances or facts surrounding an event ...context can refer to characteristics of the organisational setting, of the individual, of his or her role in the organisation, and of any other environmental factor that may shape responses". Creating a conceptual and contextual framework helps position the study of responses within definite boundaries, thereby guiding and informing understanding. Figure 4.1 depicts this conceptual framework and its constituent parts, signaling their inter-connectivity. The repertoire of concepts that were initially considered included social exchange theory (Homans 1958), social identity theory (Haslam 2004) and organisational justice (Niehoff and Moorman 1993), as each represent a valid window on the employee experience. The constructs

deemed most appropriate to help answer the research questions in this study were: the PC, OCB, commitment and the VSE. The rationale, justification and appropriateness of each is addressed below, together with their definition, antecedents, measurement and contextual application relative to the NPVCS. The big picture framework is cemented via tracing the relationship between the employee reaction to NPM inspired change and these cognitive-behavioural based constructs as expressed in a number of research hypotheses. In an attempt to paint a more nuanced picture of these relationships, the VSE is introduced as a moderator, aiding deeper understanding of the interaction effect at play.
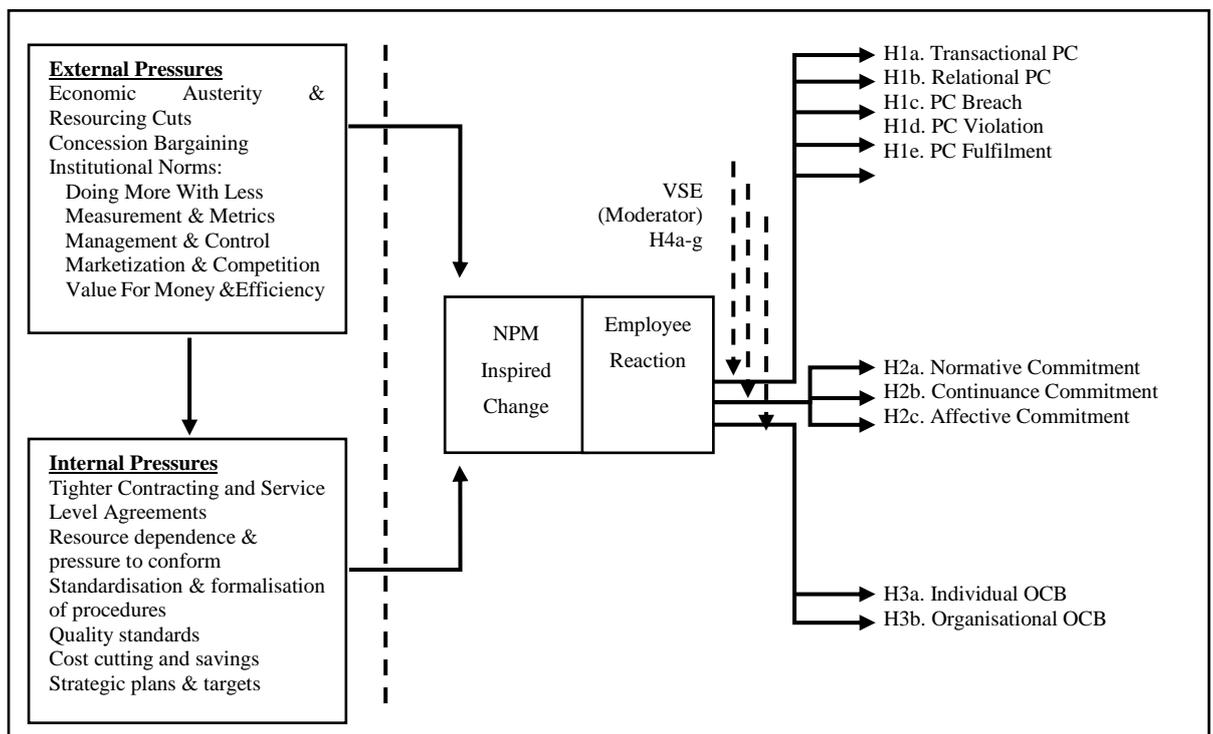
Figure 4.1 Conceptual Framework and Research Hypotheses

4.6 The Psychological Contract

The PC serves as a central pillar of the study's framework, aiding explanation of the shifting employment relationship and the lived employee experience in different and contrasting organisations (Shore and Tetrick 1994, Conway and Briner 2005). In this study, reference is made to the transactional PC (TPC) and relational PC (RPC) as well as PC fulfilment, breach and violation. The PC hinges on the expectations, implied and

explicit, that employees have of the organisation, both in terms of what they have to give and what they will receive in return (Conway and Briner 2005). While it has no legal status, it has the capacity to exert greater influence on behaviour and is more informative of what actually happens in the workplace. This exchange is coloured by morality, economics and the laws and rules of the workplace (Rousseau 1995).

The concept of the PC is a relatively recent phenomenon and it continues to evolve in the search for greater definitional clarity (Herriot *et al.* 1997, Roehling 1997, Anderson and Schalk 1998). The original notion dates back to Argyris (1960) and others who established the fundamental tenets of the construct as comprising of explicit and implicit mutual obligations and promises as part of the employee-organisation exchange (Levinson *et al.* 1962, Schein 1965, Kotter 1973). Argyris (1960) defines it as "the mutual respect for informal norms, which are implicit in the workplace" while Levinson *et al.* (1962) define it as "a series of mutual expectations of which the parties to the relationship may not themselves be even dimly aware but which nonetheless govern their relationship to each other" (as quoted in Roehling 1997, pp.206-7). They suggest that through the process of reciprocation, the employee becomes closely aligned with the organisation's goals and needs, resulting in the organisation becoming personalised. This alignment occurs over time as reflected in Conway and Briner's definition as "a process involving a series of unfolding events and interpretations of these events" (2005, p.132). Cumulatively, these definitions identify the situational nature of the PC, highlighting the role of context and sector in shaping how it is negotiated, perceived, experienced and evaluated by the employee, while also identifying its potential to influence employee behaviour (Doyle 2003, Eilam-Shamir and Yaakobi 2014).

The four distinct phases in the evolution of the contract from pre to post employment, draw heavily on socialisation and signaling theory to capture the various contextual factors that shape and influence the contract at the micro, macro, meso and organisational levels (Rousseau 2001, De Vos *et al.* 2003, Conway and Briner 2005). At the organisational level, key antecedents include HR policies and practices, while at the individual level, work values and orientation are important as are past

employment experiences and anchoring events (Guzzo and Noonan 1994, Rousseau and Greller 1994, De Vos *et al.* 2005, Ballinger and Rockmann 2010, Sherman and Morley 2015) The micro-level captures the dynamics of day to day social contracting, where employees do not always behave in a rational and fair manner and may become opportunistic and self-serving (Thompson and Hart 2006). At all three levels, subtle theoretical distinctions can be made between the three belief elements of; expectations, obligations and promises, which may influence how the PC may best be measured (Roehling 2008).

For many, the PC fills the gaps left by legal contracts and provides for feelings and influences that are not conventionally expressed in binding legal terms (Anderson and Schalk 1998). The utility of the construct stems from its capacity to explain or predict outcomes such as commitment, OCB, job satisfaction, the health of the employment relationship, engagement, turnover, absenteeism and, as germane to this particular study, the reaction to change (Sparrow 1996, Higgs and Dulewicz 1999, Coyle-Shapiro 2002, Chartered Institute of Personnel and Development (CIPD) 2007, Zhao *et al.* 2007, Conway *et al.* 2014). The potential of the PC to speak to the spirit of the employment relationship makes it attractive to employers and organisational change experts (Bellou 2007). Content studies of the PC have explored issues such as employment status, demographics, employee voice, absence management, career management and expatriate assignment, while sectoral studies are equally diverse in spanning the SME to MNCs to the NPVCS (Nicholson and Johns 1985, Lewis 1997, Atkinson 2002, Coyle-Shapiro and Kessler 2002, Tsai *et al.* 2007, Atkinson 2008, Cunningham 2008b, Bellou 2009, Isaksson *et al.* 2010, Ng *et al.* 2013, Bolino *et al.* 2017).

Understanding how this dynamic and multidimensional contract functions, from both an employer and employee's perspective, is critical in fully appreciating the antecedents and consequences of its fulfilment, breach and violation, especially in response to any change intervention (Zhao *et al.* 2007, Metz *et al.* 2012, Jiang *et al.* 2017). Erosion of the traditional employment relationship through the forces of globalisation, consolidation, austerity and precarity brings the PC into sharper focus

as an explanatory prism, allowing movement away from the rigid and legalistic employment contract view (Kissler 1994, Arnold 1996, Standing 2011, Yeoman 2014). In ever evolving environments, attempts to capture the intangible essence of the employment relationship between employer and employee is often based on the principle of reciprocity (Gouldner 1960, Dabos and Rousseau 2004). Downward economic cycles, technology, the sharing economy and greater job insecurity have the potential to undermine the PC, where the disappearance of a "job for life" and of employer as career "caretaker" has changed the implicit expectations and promises of the employment relationship (Cavanaugh and Noe 1999, Cooper 1999, Perrons 2003, Barley *et al.* 2017). Equally, change, be in the form of outsourcing or structural reconfigurations, has the potential to upset expectations and promises between employee and employer (Feldheim 2007, Chaudhry *et al.* 2011).

4.6.1 The Transactional and Relations Psychological Contract

The TPC is a rational self-serving exchange, primarily based on economic currency. It tends to be short term and selfish in nature and includes tangible and easily monitored exchange items like pay and performance levels (Robinson *et al.* 1994). The RPC is based on socio-emotional currency and is characterised as being long term and open-ended. It includes intangible inducements like loyalty, trust and group interests (Rousseau 1995, Vantilborgh *et al.* 2012). The nature and context of employee relations in the workplace can trigger a pendulum effect between these two contract types. They are combinational rather than rigidly dichotomous as employees and organisations place different values on the currency of their exchange at different points in time in the socio-economic cycle and in response to specific environmental and organisational contingencies, such as the current recession and NPM (Rousseau 1995, Millward and Hopkins 1998, Brunetto and Farr-Wharton 2005, De Hauw and De Vos 2010). This shifting effect has resulted in significant changes in the PC for many employees in different contexts, as they strike a 'new deal' with their employer (Herriot and Pemberton 1995).

The 'dynamic' and multidimensional nature of the PC, which is "constantly being renegotiated", unveils implicit and often neglected components of the contract (Schein

1988, p.24, De Vos *et al.* 2003). This dynamism questions the existence of one definitive functional contract, envisaging it more as a series of reconstituted contracts (Tomprou *et al.* 2015). It has resulted in demands for a greater temporal understanding of the PC as it 'silently' evolves over the seasons of the organisation (Persson and Wasieleski 2015, Bankins *et al.* 2018). Supporting the latter is a growing recognition of the multi-foci and multi-dependence of psychological contracting, which develops from many sources and organisational agents that shift over time, adding further to its complexity and dynamism (Alcover *et al.* 2017). This has been labelled as the distributed PC, where "each individual develops a network of expectations, promises and obligations, with multiple agents representing the organisation to different degrees" (Alcover *et al.* 2017, p.16). Rousseau makes reference to a 'transitional PC' which is usually found during times of uncertainty and change (Rousseau 2000). This has relevance for the NPVCS as it reconfigures the relationship with its stakeholders through arm's length contracting and shadow employment.

4.6.2 Contract Fulfilment, Breach and Violation

Fulfilment of the PC is a neglected perspective compared to breach and violation, even though in practice it is difficult to disentangle all three (Lambert *et al.* 2003). Satisfaction with the PC is dependent on the degree to which promised inducements are delivered, fall short or exceed expectations (Turnley and Feldman 1999a, Lambert *et al.* 2003). From the employee's perspective, fulfilment includes fairness, equity and consistent treatment, employment security, opportunity and scope to exhibit competence, career expectations and opportunities for advancement (Guest and Conway 1997). It also includes the level of involvement, voice and influence on decision making, as well as trust and faith in the organisation and its promises.

The fulfilment of expectations subjectively lies in the 'eye of the beholder' and may be moderated by various factors including generational differences, work attitudes and team dynamics (Laulié and Tekleab 2016, Lub *et al.* 2016). Over fulfilment of PC obligations do not compensate for subsequent breaches (de Jong *et al.* 2017). The delivery of promises may be impacted by a change intervention such as NPM and is dependent on a number of agents, people and practices and a variety of situational

factors (Turnley and Feldman 1999b). HR professionals have an imperative role to play in executing and fulfilling the PC as the manager of people practices and processes including resourcing, where the seeds of the PC are first sown through such episodic events as the recruitment and selection processes and its cultural matching overtones (Sims 1994, King 2000, Rivera 2012, Scheel *et al.* 2012, Sherman and Morley 2016). Leaders including middle and senior managers influence the terms upon which the PC is formed and serve as role models of integrity in 'walking the talk' (Salicru and Chelliah 2014). Line managers, the leader-member exchange process, perceived organisational support and mentors provide the front-line contact and 'face' of the organisation and play an important maintenance role once the contract is established (Zagenczyk *et al.* 2009, Ng *et al.* 2013, Gupta *et al.* 2016). Co-workers, peers and colleagues, especially those of long tenure also play an important maintenance role in setting and reaffirming the norms of the workplace. Trade Unions may be instrumental in protecting and restoring the contents of the PC and minimising its breach (Turnley and Feldman 1999b, Turnley *et al.* 2004).

Just as all of the above actors have the capacity to play a pivotal role in establishing, fulfilling and maintaining the PC, they equally have the potential to misrepresent, damage, breach and violate the contract, with consequences for the employment relationship. While these terms may incorrectly be used interchangeably, they each represent a specific dynamic on the PC continuum. Breach occurs when there is a gap between what was promised and what was ultimately delivered, as perceived and cognitively calculated by the recipient and is one of degree (Morrison and Robinson 1997). An extrinsic breach may be due to such factors as pay and conditions while an intrinsic breach may be related to issues of work autonomy and freedom (Skarlicki and Folger 1997).

In contrast to PC breach, violation is the failure to deliver on promises and the emotional response to such an event which may invoke a spectrum of feelings from anger to disappointment (Raja *et al.* 2004) to depressive moods (Priesemuth and Taylor 2016). The psychological sense-making process, which precedes the violation and which involves an accurate and vigilant assessment and interpretation of the

reciprocal obligations, outcomes and attributions by the employee, is part of this process. This sheds light on the conversion process of an unmet promise into a violation and the emotional and behavioural responses that may arise (Morrison and Robinson 1997). Threshold models of the PC shed further light on the 'tipping point', where work attitudes change (Rigotti 2009). Violations of the PC, while not attracting the same diligence or publicity as a breach of the legal contract, have become more commonplace, with significant implications for the employee and the organisation in terms of turnover, retention, job satisfaction, motivation and trust (McLean Parks and Schmedemann 1994, Robinson and Rousseau 1994, Bal *et al.* 2011, Rayton and Yalabik 2014)

4.6.3 The Psychological Contract in the NPVCS

The PC has been used by researchers to understand the consequences of change and flux in the NPVCS. Change triggers such as reconfigured relations with Government, contracting, competitive tendering, compacts, NPM, cost effective working and personalisation of social care all illustrate the sensitivity of the PC to organisational shocks (MacVicar *et al.* 2000, Boyle 2002, Milward and Provan 2003, Buckingham 2009, Cunningham and Nickson 2011). The fallout from the latter may include negative impacts on employee relations in terms of the nature, quality, design and pattern of work as well as in such hygiene factors as pay and terms and conditions of employment (Cunningham 2001a, McDermott *et al.* 2012). Degradation in the quality and nature of work in the NPVCS has invoked a repertoire of responses which have negatively impacted the PC (Cunningham *et al.* 2014, Cunningham 2015).

The work orientation, attraction-retention-turnover and job embeddedness literature as discussed above, signals that the type of PC in the NPVCS often differs to other sectors. Evidence of the two main types of PC, transactional and relational, which rely on economic and socio-emotional currencies respectively, are to be found in the NPVCS (Shore and Tetrick 1994, Cunningham 2008a). However, it is argued that this continuum may be incomplete in capturing the nature of social contracting and that it should be expanded to include ethics, social values and ideology (O'Donohue and Nelson 2009). This has led to calls for recognition of a values infused psychological

contract where ideology is the currency of exchange (Bunderson 2001). Bingham (2005) labels this the ideological contract (IC) and Cunningham (2010a, p.107) calls it the VSE, but irrespective of label it warrants inclusion to fully understand the employment relationship (Thompson and Bunderson 2003).

The IC or VSE can be seen as an extension of the RPC, but it also gives explicit recognition to the values infused nature of the employment relationship in the sector and the premium value that is placed on this ideological currency. The emergence of this third variant of the PC has opened up a new vein of research on the IC (Thompson and Bunderson 2003, O'Donohue and Nelson 2007, Bal and Vink 2011, Vantilborgh *et al.* 2011, Scheel *et al.* 2012) and on the VSE (Cunningham 2010a, Lapworth *et al.* 2016a, Lapworth *et al.* 2016b). The currency of this contract is one of ideology and values infused content and is now seen as a legitimate alternative inducement for employees in NPVCS organisations, where cause and mission are paramount. It can be defined as "credible commitments to pursue a valued cause or principle (not limited to self-interest) that are implicitly exchanged at the nexus of the individual-organization relationship" (Thompson and Bunderson 2003, p.574).

The nature of the IC is distinctly different from the relational contract, with the potential for stronger employee outcomes around commitment and OCB (Vantilborgh *et al.* 2012). This is especially germane in the NPVCS with its heightened mission, values and principles, which have increasingly been challenged by NPM and austerity via significant changes in employee relations, work practices, business models and funding configurations (Cunningham 2015). The changing nature of work and work orientation in the sector as discussed previously means that all three types of PC may be present simultaneously in the sector as context dictates (Rosen *et al.* 2009). However, this ideology laden PC, be it labelled the VSE or the IC offers potential in a post GFC era, where there is a growing sensitivity to workplace values and beliefs and recognition of shifting ideological undercurrents in all sectors (Geare *et al.* 2014). Given the strong face validity of the VSE, this study adopted the VSE as the construct of choice to capture the values infused nature of the psychological contract and of the employment relationship.

4.6.4 Measuring and Evaluating the Psychological Contract

Capturing and measuring the PC by reliable and valid means is highly problematic and subject to many moderating and confounding variables (Cappelli and Sherer 1991, Mowday and Sutton 1993, Haslam 2004). The assessment methodologies deployed in the study of the PC fall into the classic divide between quantitative and qualitative, with European researchers favouring the latter and their UK counterparts preferring the former (McLean Parks *et al.* 1998). Within such a divide, three assessment types have been identified; content, feature and evaluation (Rousseau and Tijoriwala 1998). Content measures are primarily concerned with the terms of the PC, while feature measures focus on the attributes of the PC itself. This may include the degree to which particular traits or components are explicit/implicit and static/dynamic. Finally, evaluation measures aim to establish the degree to which a contract has been fulfilled or breached by making comparative judgments over time. All three shed varying degrees of light on the contract dynamic and ultimately serve as one barometer on the health of the PC, while also providing insight to management on the workings of the employment relationship and the effectiveness of people management policies (Griep 2018).

The validity and reliability of any construct is substantiated by how it is operationalised, measured and evaluated. The PC struggles to achieve consistent and acceptable levels on these vital psychometric criteria (Guest and Conway 2003). The survey instrument is accused of being insufficient to capture the dynamic and idiosyncratic nature of the construct (Taylor and Tekleab 2004, p.279). Consequently, greater use of multiple or mixed methods are on the rise in an effort to capture the full richness of the construct over time (Bankins 2011). This involves a triangulation of quantitative and qualitative methods, with the latter primarily encapsulating person-organisation specific content and the former depicting features standardised across persons, organisations and settings (Rousseau and Tijoriwala 1998). As the PC is built on mutual exchange, it inevitably involves a mixture of subjective features and interdependencies, which implies that any measurement may have limitations on its generalisability beyond the specific context and setting in question.

Many instruments have been developed to measure the PC (Conway and Briner 2005). Any measurement will struggle to reconcile the competing demands between emic and ethic considerations, which refer to specific, idiosyncratic, individual features as opposed to standardised assessments applicable to many people across different settings (Morcy and Luthans 1984, Rousseau and Tijoriwala 1998). The chosen scale in this study was developed by Raja *et al.* (2004) as discussed in detail in Chapter 5. The hypotheses relating to the PC aim to test the dynamic of the PC as a reflection of how the employment relationship in the Irish NPVCS is shifting at a time of unprecedented change and flux.

4.7 Commitment

While trust may lubricate the PC, commitment empowers it and steers it towards the pro-activity underlying the complementary nature of the two constructs and their attractiveness as measures of employee response (Bijlsma and Koopman 2003). Commitment is an important part of the work experience and its manifestation in the workplace can be interpreted as a barometer on the health, quality and sustainability of the employment relationship (Sager and Johnston 1989).

4.7.1 Concept Definition, Antecedents and Measurement

Allen and Meyer (1990) define commitment as the tendency to persist in a course of action and is a prerequisite to pro-active behaviour in the workplace (Becker 1960, Kiesler 1971). Such action is often based on attachment and the latter is an important antecedent of commitment and engagement (Rich *et al.* 2010). Work is one of the most significant human attachments, leading to the formation of multiple loyalties and identities (Redman and Snape 2005). Three broad categories of social processes contribute to attachment: affective and cognitive processes, social interaction and symbols and behaviour (Beyer *et al.* 2000). The two principal types of attachment, based on affect and exchange, mirror the two main types of PC, namely relational and transactional and so embeds the attachment and commitment process within contract formation and maintenance. Attachment at an ideological and values level creates

deeper and more organic ties, especially to mission and cause, as more evident in the NPVCS (Kim and Lee 2007).

Employee commitment as the willingness and ability of a worker to give assurances to their employer is a multi-dimensional construct (Meyer and Herscovitch 2001). It's a term that is accused of conceptual ambiguity, lacking discriminant and predictive validity (Cohen 2007). Attempts at conceptual clarity have divided the construct into two perspectives (Salancik 1977, Cooper and Hartley 1991). The traditional view of commitment is based on psychological and affective ties to the organisation. This is manifested in organisational membership, belief in and acceptance of the organisation's values and goals and a willingness to expend greater effort on the part of the organisation (Porter *et al.* 1974). The alternative conceives commitment as 'the binding of the individual to behavioural acts' which in turn binds him/her to the organisation (Kiesler and Sakumura 1966). This is an opportunity cost approach, weighing up what would be forgone by committing less or leaving the organisation, akin to the 'golden handcuff' approach to commitment and is labelled continuance commitment. The latter is part of the classic typology of commitment, which also includes affective and normative commitment (Meyer and Allen 1996). Normative commitment is based on obligation and duty and is shaped by the norms of the work group and organisation. Affective commitment is built on socio-emotional feelings and is fostered through social interaction and social identity. The three prongs in this classic approach are not mutually exclusive. The 'foci of commitment' literature posits that employees exhibit different forms of commitment to different constituencies and agents of the organisation (Reichers 1985, Becker 1992, Chen *et al.* 2002).

Commitment has many faces, resulting in different types of discretionary behaviours. Affective or emotional commitment has a different bind compared to the more nuanced normative commitment, which is based on obligation, duty and indebtedness (Myer and Allen 1991, Meyer and Parfyonova 2010). An employee with high affective commitment is less likely to leave, will be more motivated on the job, will engage in less job avoidance behaviours and will exhibit more OCB (Schappe 1998). The potential dividends in terms of productivity and performance are attractive for

employers, resulting in greater emphasis on managing commitment in the workplace. The emergence of 'high commitment' models of HRM are predicated on the view that commitment is an integrative force, that can be harnessed and manipulated toward the competitive advantage of the organisation (Heavey *et al.* 2011). As with the PC, HRM is a critical agent in promoting and managing employee and workplace commitment and through its policies, has the capacity to shape and influence the behavioural and emotional response to change, such as NPM (Kooij and Boon 2018).

4.7.2 Commitment and the NPVCS

Commitment is an attribute closely associated with employees working in the NPVCS, given the work orientation, the nature of the work and the organisational culture. The uniqueness and distinctiveness of the NPVCS, especially in terms of its values and ethos (Macmillan 2013) has prompted research interest into employee commitment and engagement among employees (Cunningham 2001a, Alatrista and Arrowsmith 2004, Dawley *et al.* 2005, Stride and Higgs 2014). The contextual and multidimensional nature of commitment, in which individual and organisational characteristics play a strong mediating role, often result in contradictory but simultaneously held allegiances by employees that may generate cognitive and emotional dissonance and has echoes of the non-profit paradox (Festinger 1957, Hochschild 1983, Cooper and Hartley 1991, Meyer and Allen 1997, Baruch and Winkelmann-Gleed 2002, La Piana 2010). The balance between local and global commitment may result in different levels of commitment to the organisation as a large community as opposed to particular small work groups and clients (Becker and Billings 1993). This is reflected in the NPVCS, with different levels of commitment to the service user as opposed to the organisation (Alatrista and Arrowsmith 2004).

Compared to the private and public sector, higher levels of commitment continue to be reported in the NPVCS due to factors such as a stronger culture of mutual trust and respect, more open and honest management, greater affinity with the organisation's goals and the salience of the VSE (Thompson and Bunderson 2003, Cunningham 2010a, CIPD 2013, Stevens 2013). Exploration of the role of ideology and values in the commitment equation is an important consideration. One must question if the VSE

is the lynchpin to sustaining high commitment in the sector or has the sector so morphed towards the public and private sector thinking, propelled by NPM, that it has irredeemably lost some of its core differentiating characteristics (Cunningham 2010a).

In the current climate of shifting contexts and austerity, sustainability of higher employee commitment within the sector is now questionable, not alone in the UK (Cunningham 2008a) but in Australia (Onyx and Maclean 1996), Canada (Banting 2000) and the USA (Pynes 1997). The expectation of heightened commitment within the NPVCS may no longer reflect reality (Goulet and Frank 2002). This is largely due to a number of factors. Firstly, contextual factors such as gendered workforce (Aven *et al.* 1993), distributed decision making (Ohana *et al.* 2013), funding regimes, relationship with Government, unionisation levels and the emergence of a 'contract culture' may influence the quality of employee commitment. This may upset the delicate balance in the 'organisation of consent', in which long ingrained and internalised beliefs and values, which form part of the organisation's culture, come under attack (Cunningham 2001a). Secondly, there may be a difference in commitment propensity before and after joining the organisation due to divergence between the rhetoric and reality of working for a charity (Cohen 2007, Chenhall *et al.* 2016). Finally, while the rationale and justification for introducing NPM into the non-profit sector was in part to achieve change in work practices, it has had a knock-on effect on employee behaviour and attitudes including commitment. In some instances, it has brought competing commitments to the fore, fracturing organisational unity, resulting in the emergence of possible sub-cultures, greater employee relations disharmony and PC violation (Weiss and Cropanzano 1996, Sturges *et al.* 2005, Gilbert *et al.* 2011).

4.8 Organisational Citizenship Behaviour

The construct of OCB also forms part of the conceptual framework and is described as the willingness of an employee to go the extra mile (Bolino and Turnley 2003). Exhibiting good citizen behaviour is an essential part in the smooth running of any organisation, especially in the NPVCS, where resources are scarce and dependencies are high (Cameron and Dutton 2003, Bakker and Schaufeli 2008, Cunningham 2010a, Cameron and Spreitzer 2011). The presence or absence of such pro-social behaviour

is open to interpretation, be it 'good soldier'(Organ 1988) or 'good actor'(Grant and Mayer 2009), and is a barometer on the health of the employment relationship. Inclusion of this construct in the conceptual framework complements the PC and commitment and offers further insight into the dynamics and cognition of PC violation and breach (Coyle-Shapiro 2002).

4.8.1 Definitions and Scope

Dennis Organ (Bateman and Organ 1983, Organ 1988, Organ 1997) first explored the relationship between job performance and job satisfaction via the creation of the concept of OCB. In "The Good Soldier Syndrome" (1988, p.8), Organ defined OCB as "individual behaviour that is discretionary, not direct or explicitly recognised by the formal reward system and that in the aggregate promotes the effective functioning of the organisation". Initial empirical evidence supported a strong correlation between job satisfaction and OCB and ignited a rich vein of research (Organ *et al.* 2006, Podsakoff *et al.* 2009). The latter uncovered ambiguities and its overlap with other related behaviours, such as extra-role behaviour, pro-social organisational behaviour and principled organisational dissent (Van Dyne *et al.* 1994, Van Dyne *et al.* 1995, LePine *et al.* 2002, Bambale *et al.* 2012). This prompted Organ to untangle this 'nomonological net' by attempting to "clean up the concept", redefining it in terms of 'contextual performance' as opposed to purely task performance (Borman and Motowidlo 1993, Motowidlo and Van Scotter 1994, Organ 1997). The redirected emphasis on context served to underline the implicitness of such behaviours as a natural part of normal work expectations, in-role behaviour and the leader-manager exchange process, which over time becomes embedded into the work setting and organisational climate (Vey and Campbell 2004, Dekas 2010, Matta *et al.* 2015).

The cleaned-up definition dovetails more appropriately with the research objectives of this study. Some of the recognised antecedents of OCB, such as altruism and civic virtue, are already embedded into the NPVCS ethos and spirit (Cloke *et al.* 2005). Such a definition captures the 'citizenship climate' (Schneider *et al.* 1994) and performance context of a shifting NPVCS, where NPM type reforms are on the rise. Examination of OCB's relationship with a variety of factors has led to a growing theoretical and

empirical knowledge base, making this construct very relevant today (Organ 2018). NPM brings a greater degree of formalisation and rigidity to how things are done, both of which may impact OCB, as over concentration on the formal aspect of the job may crowd out discretionary and pro-social behaviours (Organ *et al.* 2006). The degree to which such citizen behaviours continue to be performed, irrespective of NPM inspired changes in the work environment, may strengthen the claim of the existence of a VSE and its resilience (Cunningham 2010a, Lapworth *et al.* 2016a).

4.8.2 Concept Operationalisation & Measurement

The heterogeneity found in OCB's definition and conceptualisation extends to its operationalisation and measurement, with many dimensions being identified (Pond *et al.* 1997, LePine *et al.* 2002, Vey and Campbell 2004). The reliability of OCB ratings are significantly influenced by multi-rater rather than single-rater scores, which include the common biases of any self-report instrument (Allen *et al.* 2000). The concept has evolved over time from the five original robust categories of OCB to some 25 dimensions. Organ (2006) categorised these dimensions into seven overarching themes: helping, sportsmanship, organisational loyalty, organisational compliance, individual initiative, civic virtue and self-development. OCB has served as a central or mediating construct in a variety of studies, ranging from career outcomes (Bergeron *et al.* 2011) to employee retention (Paillé 2012) to ethical leadership (Ruiz-Palomino *et al.* 2011). In particular, OCB diminution has been identified as one outcome of PC violation (Robinson and Morrison 1995).

Greater workplace democracy and voice and a growing workforce of independent minded millennials with multiple loyalties has re-classified OCB into two domains, Individual OCB (IOCB) and Organisational OCB (OOCB) (Hsiung 2008). IOCB is directed towards specific individuals and is fueled by affect (Lee and Allen 2002). It is analogous to interpersonal citizenship and is strongly mediated by individual differences and personality traits (Chiaburu *et al.* 2015). OOCB is driven more by cognition and is aimed at the organisation as a whole, feeding more directly into job characteristics and organisational context (Williams and Anderson 1991, Lee and Allen 2002, Somech and Drach-Zahavy 2004). Scale items that capture altruism

determine IOCB and interpersonal citizenship while civic virtue scale items best reflect OOCB. Such distinctions help shed light on the micro-foundations of behaviour and performance in the NPVCS, where the employee may have split loyalties between the organisation and fellow employees and service users (Vigoda 2001, Mitchell 2012). Such considerations justified the inclusion of the I-O-OCB version in this study as further discussed in the Methodology Chapter.

In any volitional human behaviour, one must also consider motives and the 'dark side' of OCB including such ulterior self-serving motives as impression management and being a 'good actor' (Bolino 1999, Bolino *et al.* 2006, Grant and Mayer 2009). The 'dark side' can also stretch to include, "compulsory citizenship behaviour", where the discretionary element migrates to employee perceptions of obligation and in extreme cases direct mandates from assertive managers, resulting in adverse outcomes for employees in terms of stress, burnout, turnover, deviance and bullying (Bolino and Turnley 2005, Vigoda-Gadot 2006, Vigoda-Gadot 2007, Turnipseed and Wilson 2009, Darwood and Rahah 2013, Pooja *et al.* 2016, Yam *et al.* 2017). This creates a very different concept, far removed from the bright genesis and inherent positivity of the OCB concept as first envisaged by Organ *et al.* (2006). In an era of austerity, role overload, work intensification and precarious employment, citizenship pressure may be exerted resulting in negative outcomes such as Counterproductive Work Behaviour (Spector and Fox 2010, Griep *et al.* 2018) or even Organisational Retaliation Behaviour (Skarlicki and Folger 1997, King 2000, Podsakoff *et al.* 2000, Salamon and Deutsch 2006, Bolino *et al.* 2010). This "escalating citizenship behaviour" (Bolino *et al.* 2004, p.241) reframes the discretionary into the compulsory and such expected OCB may be embedded over time into the culture of the organisation (Turnipseed and Wilson 2009).

4.8.3 OCB in the NPVCS

Intuitively, the use of OCB in NPVCS research has a certain attraction and face validity, given that good citizens in the societal context may be more drawn to work in this sector (Cohen and Vigoda 2000). Studies illustrate the degree to which employees are prepared to go the extra mile for their colleagues, clients and the

organisation (Kosny and Eakin 2008, Baines and Cunningham 2011). Such generosity is more prevalent among female employees, who are strongly represented in the NPVCS (Grant and Rebele 2017). The motives and antecedents for such citizenship behaviours may be mixed and many but the effective functioning of any organisation, especially in the NPVCS, is dependent on such extra role effort as part of the 'spirit' of the sector, in which functional dependence among workers may be high (Smith *et al.* 1983, Jahangir *et al.* 2004, Priesemuth *et al.* 2013). Damage or dilution of that spirit could have serious operational and cultural implications for such organisations.

Recognising the wider contribution of OCB to the NPVCS is reflected in a multi-dimensional model of citizenship behaviour, which encompasses micro, mid, macro and meta-citizenship (Organ 1997). Given the social nature of the OCB concept, it is particularly susceptible to a variety of influences and sense making cues. NPM inspired change may reframe OCB as part of the sector's competitive advantage, especially where marketisation and commercialisation are salient (Meyer and Ohana 2009). However, in times of change and crisis, this may become the basis for dissonance and tension as the volitional and the compulsory clash and the demands and exigencies of NPM may "crowd out" OCB, particularly when directed toward the organisation (Morrison 1994, Vigoda and Golembiewski 2001, Baines 2004a, Rayner *et al.* 2012). In addition, the growing precariousness of employment in the sector has negatively impacted the incentive towards OCB among contingency staff (Coyle-Shapiro and Kessler 2002). Other constructs in the conceptual framework, such as affective commitment, may also mediate the relationship between OCB and team performance and trust (Li and Thatcher 2015). This may prompt employees to rethink their in-role and extra-role behaviours and the motives and factors that first attracted them to working in the sector and in remaining there. This has direct implications for HRM in its employee facing role of managing performance and discretionary behaviour, often as part of a wider change initiative, such as NPM (Motowidlo 2000, Werner 2000, Atkinson and Lucas 2013).

4.9 VSE

The conceptual framework presents opportunities to explore many different interaction effects in terms of moderation and mediation among the variables. However, in the interest of uniqueness, clarity and parsimony, it was deemed appropriate to focus on one particular moderator, namely the VSE.

4.9.1 Genesis, Definition and Conceptualisation

The VSE is a useful yet psychometrically and empirically under-developed instrument for capturing the spirit of the NPVCS, as expressed and stereotyped in the 'myth of goodness' and "warm glow" that typifies the sector (Donnelly-Cox and Jaffro 1998, Donnelly-Cox *et al.* 2007). Cunningham defines the VSE as a "philosophical or religious commitment to promote social change, and a desire to have autonomy in work and participation in decision making" (Cunningham 2010a, p.670). The genesis of the VSE as an idea resides in the concepts of public service ethic and motivation. The development of the civil and public service, with its codes of conduct, education, norms and socialisation are part of this public-sector ethos (PSE). Empirical evidence suggests that non-profit and public-sector employees share similar sets of values and motivations (Lee and Wilkins 2011, Park and Word 2012, Word and Carpenter 2013, Lapworth *et al.* 2017). The relationship between the two is accentuated by increasing outsourcing of public services to the NPVCS, making the context and commonalities all the more compatible (Lee and Wilkins 2011, Lapworth *et al.* 2017). Some differences exist, especially around altruism, generosity and individualism (Pandey *et al.* 2008, Christensen and Wright 2011, Hsieh *et al.* 2012, Miller-Stevens *et al.* 2015). However, the symmetry between the public and non-profit sectors prompted this empirical exploration of a similar but different ethos in the context of the NPVCS and the change it is undergoing (Mann 2006, Lapworth *et al.* 2017).

While choosing to focus on the VSE, acknowledgment must also be given to the cognate construct of the Ideological Contract (Thompson and Bunderson 2003, O'Donohue and Nelson 2007, Bal and Vink 2011, Vantilborgh *et al.* 2011, Scheel *et al.* 2012). Given the low discriminant construct validity between the VSE and the IC,

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it was decided in the interest of clarity and homocollinearity to focus exclusively on the VSE, due to its stronger face validity for application in the NPVCS.

4.9.2 VSE and the NPVCS

Given the unprecedented change that the NPVCS has experienced, there is anecdotal and empirical evidence that the VSE is not infinite and is under attack and that its resilience may be reaching breaking point (Leigh 2006, Cunningham 2010a). Ironically, this threat stems from the same source of disquiet experienced in the public sector in the guise of NPM. This assault on the VSE brings the paradox of the non-profit sector into focus, with an expectation of a more professional and legitimate business manner performance, diluting or distorting the very ethic that defines and sustains it (Dart 2004a, Chen *et al.* 2013). Explicating the VSE construct helps to demystify the sector and merits inclusion in the research framework in determining the strength of this ethic and its moderating influence. It invites questions about why people are attracted to working in the NPVCS and their underlying work orientation and motivation as discussed earlier (Nickson *et al.* 2008).

Considering the values and ideological based nature of many NPVCS organisations, the VSE concept complements the other constructs in the framework such as the PC, commitment and OCB. A focus on the VSE, as a form of a values infused PC helps to shed light on fulfilment, breach and violation and the micro-foundations of cognitive management (Vantilborgh *et al.* 2012). It speaks to the issue of value congruence and alignment, which is one antecedent for employee pro-activity and also for organisational achievements (Paarlberg and Perry 2007). The discretionary behaviours and extra role effort that comprise OCB are often seen as part of the spirit and ethos of working in the NPVCS. It is popularly recognised that the sector contains a particular ethic and ethos, which contributes to the sector's distinctiveness, creating a unique bond and allegiance to the sector (Elson 2006, Milofsky and Rothschild 2006, Macmillan 2013). Reference to the emerging IC reinforces the importance of beliefs and values in the employment relationship (Scheel and Mohr 2012). Equally, the organisational culture literature underlines the centrality of values and beliefs in shaping the organisation and its workforce (Agle and Caldwell 1999).

Beliefs and values may stem from the individual employee, the work group, the organisation, the sector or all four (Ros *et al.* 1999). The sectoral landscape at an organisational and institutional field level, shapes the organisation in terms of values, practices and isomorphic processes. It entitles the field to be defined as a sector in its own right, as discussed in Chapter 2. This in turn begs questions about how this distinctive sector responds to change when compared to the public and private sectors (Wilson 1996, Parsons and Broadbridge 2004, Macmillan 2013, Chad 2014). NPM, as a major change intervention, may be perceived as a threat or an opportunity for the sector. It may undermine and erode the traditional ethos of the sector but it may also be part of the evolution of the sector into one that is more stable and sustainable. In the immediate term, the nature of work and people management in the sector is changing, putting the VSE to the test (Baines and Cunningham 2015). The resilience of the VSE appears strong but it is not a 'bottomless well' that may infinitely draw upon employee goodwill and OCB (Cunningham 2010a). This is visible within the social sector, where emotional labour dominates and the elasticity of a propensity to care is being stretched to possible breaking point via NPM, managerialism and austerity (Baines and Cunningham 2011, Baines *et al.* 2011a) and where 'riding out the storm' may no longer be an acceptable option (Rochester 2013).

4.10 Integrated Overview: Rationale and Value

Prior to introducing the key arguments in this thesis, it is important to reflect on how the conceptual framework and research design link together, rationalising its use in aiding our understanding and answering the research questions. PC breach and violation, as the most overt attack on the employer-employee 'deal', has the capacity to have a greater differential effect compared to fulfilment and may invoke a chain of interactive reactions and outcomes (Conway *et al.* 2011). This prompts the inclusion of commitment in the conceptual framework. Continuance commitment levels are closely linked with the TPC, as both are borne from the idea that the employment relationship is based on short term monetary and extrinsic factors (Millward and Hopkins 1998, McInnis *et al.* 2009). This has a further ripple effect on the third construct, OCB, particularly OOCB, where employee effort directed towards the

organisation diminishes in response to breaches of promise and non-fulfilment of the PC (Coyle-Shapiro 2002, Turnley *et al.* 2003). In contrast, the relationship between the RPC and affective commitment is premised on a long term attachment to the organisation, based on trust, loyalty and emotion (Lapointe *et al.* 2013). Breach may impact on IOCB, given the personal nature of the relationship with clients and colleagues. Extending it a step further in terms of a values infused PC, there is an association between VSE, breach and normative commitment, where dedication to the cause, values and service users of the organisation creates obligations beyond instrumental considerations. Again, this will be mirrored in IOCB levels, where employees and services users are detached and removed from the actions of the organisation (Cunningham 2008b).

This complex series of inter-relationships sets the scene for an examination of the Irish NPCVS in terms of the impact of NPM inspired change on the PC, commitment and OCB. To help frame the research, a series of arguments were developed that underpin the formulation of the research hypotheses. The 'golden thread' of these three principal arguments helps to frame and contextualise the reading and interpretation of this inquiry and in combination with the research questions, provides a cohesive and rational justification for the study and its contribution to scholarship in this field.

4.10.1 Argument One: NPM Inspired Change Has Occurred in the Irish NPVCS
Exploration of the evolving NPM construct, with its many facets, enables the capture of many aspects of change in the Irish NPVCS. The theoretical framework exposed how NPM is perceived as a critical isomorphic catalyst for this change. Qualitative and quantitative evidence of NPM inspired change were collected to support this argument. Cumulatively, they illustrate the impact of NPM inspired change on work and HRM in the two-case study organisations, determining if formalisation, standardisation and the adoption of managerial private business-like practices has occurred and to what extent.

4.10.2 Argument Two: NPM Inspired Change Will Have a Significant Impact on the PC, Commitment and OCB

It is expected that NPM, inspires changes in work and people management policies and practices in the NPVCS. Such changes are generally felt and lived at the individual employee level and invoke a range of personal responses, cognitively, emotionally and behaviourally. The reaction to change can be unpredictable, is often resisted and can have negative outcomes (Oreg *et al.* 2011). To measure reaction to NPM inspired change, a suite of psychometric scales was adopted, namely; the PC, commitment and OCB, Changes in such indices expose the tensions and contradictions between what employees think, feel and do and what the organisation expects of them in a climate of change and flux. Hypotheses were crafted to test the relationship between these constructs and the employee reaction to NPM Inspired Change.

4.10.2.1 The Psychological Contract: Hypotheses

- **H1a:** *Negative employee reaction to NPM inspired change will have a positive relationship with the* TPC: *as employee reaction become more negative, the* TPC *increases.*

- **H1b:** *Negative employee reaction to NPM inspired change will have a negative relationship with the RPC; as employee reaction become more negative, the RPC decreases.*

- **H1c:** *Negative employee reaction to NPM inspired change will have a positive relationship with PC breach*: *as employee reaction become more negative, the level of PC breach increases.*

- **H1d:** *Negative employee reaction to NPM inspired change will have a positive relationship with PC violation*: *as employee reaction become more negative, the level of PC violation increases.*

- **H1e:** *Negative employee reaction to NPM inspired change will have a negative relationship with PC fulfilment*: *as employee reaction become more negative, the level of PC fulfilment decreases.*

4.10.2.2 Commitment: Hypotheses

- **H2a:** *Negative employee reaction to NPM inspired change will have a negative relationship with normative commitment: as employee reaction become more negative, the level of normative commitment decreases.*

- **H2b:** *Negative employee reaction to NPM inspired change will have a positive relationship with continuance commitment: as employee reaction become more negative, the level of continuance commitment increases.*

- **H2c:** *Negative employee reaction to NPM inspired change will have a negative relationship with affective commitment: as employee reaction become more negative, the level of affective commitment decreases.*

4.10.2.3 OCB: Hypotheses

- **H3a:** *Negative employee reaction to NPM inspired change will have a negative relationship with individual OCB: as employee reaction become more negative, the level of individual OCB decreases.*

- **H3b:** *Negative employee reaction to NPM inspired change will have a negative relationship with organisational OCB: as employee reaction become more negative, the level of organisational OCB decreases.*

4.10.3 Argument Three: VSE Will Moderate the Impact of NPM Inspired Change on the PC, Commitment and OCB

A unique feature of the NPVCS is the presence of the VSE. The moderating influence of the VSE on the variables in this study was of particular interest as it provides a unique insight into the wider cultural shift that may be happening in the sector. The third argument is based on the assumption that VSE was present and significantly strong enough to moderate the reaction to negative NPM inspired change. The subsequent moderation analysis tested the resilience and influence of this VSE in light of change in the sector, to determine if the VSE was having an impact on the employee experience of working in the NPVCS and its reaction to change.

4.10.3.1 VSE Moderation: Hypotheses

- **H4a-g:** *The VSE will have a positive/negative moderation effect on the relationship between negative employee reaction to NPM Inspired Change and: The Psychological Contract (TPC, RPC, Violation, Breach, Fulfilment),*

Commitment (Normative, Continuance, Affective) and OCB (I, O), that is, at all levels of VSE, the VSE will positively/negatively impact the relationship between negative employee reaction to NPM change and: The Psychological Contract (TPC, RPC, Violation, Breach, Fulfilment), Commitment (Normative, Continuance, Affective) and OCB (I, O)

4.11 Conclusion

This chapter traces and operationalises the unique conceptual framework that underpins two of the key research questions, namely, the employee response to NPM inspired change in the Irish NPVCS and the moderating influence of the VSE on that response. Change in the guise of NPM presents both threats and opportunities for the sector and its workforce. NPM as revealed and executed through the agency of HRM policies and work practices is felt by employees through the medium of the PC. NPM tenets such as measurement, efficiency, accountability, value for money and doing more with less, challenge the status-quo of the sector, with the potential to breach and violate the PC through erosion of trust and the VSE. This potentially invokes a behavioural and cognitive response from employees in the form of commitment and OCB levels and the intention to stay or quit the organisation.

The conceptual framework captures the circuitous nature of environmentally sparked change. The framework is predicated on operationalising the employee reaction to this sectoral force via a suite of interconnected constructs. The central pillar of the framework is the PC and two of its constituent forms: transactional and relational. These are supported by two complementary concepts: commitment and OCB. All are overarched by the degree to which such outcomes are moderated by the VSE. The matrix of cross connections between all the components of the framework create a fertile ground for hypotheses testing in the case study organisations and informed the design of the research instrument questionnaire. Dissecting the employee level response and reaction to change is critical to understanding how changing work practices and policies are implemented and received. The institutional forces at play in the sector, combined with the nature of the work and the type of employees drawn to work in it are important contextual factors in unmasking the perception and impact of change at the individual level. Salient features such as the predominance of women

and emotional labour, high tenure and commitment, combined with comparatively low wages and precarious employment, creates a distinctive labour force, operating in a particular culture, with a distinctive ethos which frames how they perceive and react to change.

In sum, this chapter sets the theoretical and conceptual stage to answer the remaining two research questions:

> 3. How have employees perceived and reacted to this NPM inspired change and why?

> 4. To what extent does the VSE moderate the employee reaction to this NPM inspired change?

This chapter concludes the formal literature review phase of the study and serves as a reflective marker to pull the various literature strands together and their link to the theoretical and conceptual frameworks. Introductory Chapter 1 set the stage for the study and road marked the critical milestones. Chapter 2 introduced the theoretical framework in deconstructing NPM and its implications for HRM and people practices in the NPVCS in an international and comparative context drawing on institutional, RDT and strategic choice theories. Chapter 3 built on this and funneled down to looking specifically at the Irish NPVCS, tracing its journey to NPM and demarcating its shifting boundaries and network of relationships with other environmental players and social control agents in the sector.

Figure 4.2 Conceptual Framework and Research Hypotheses
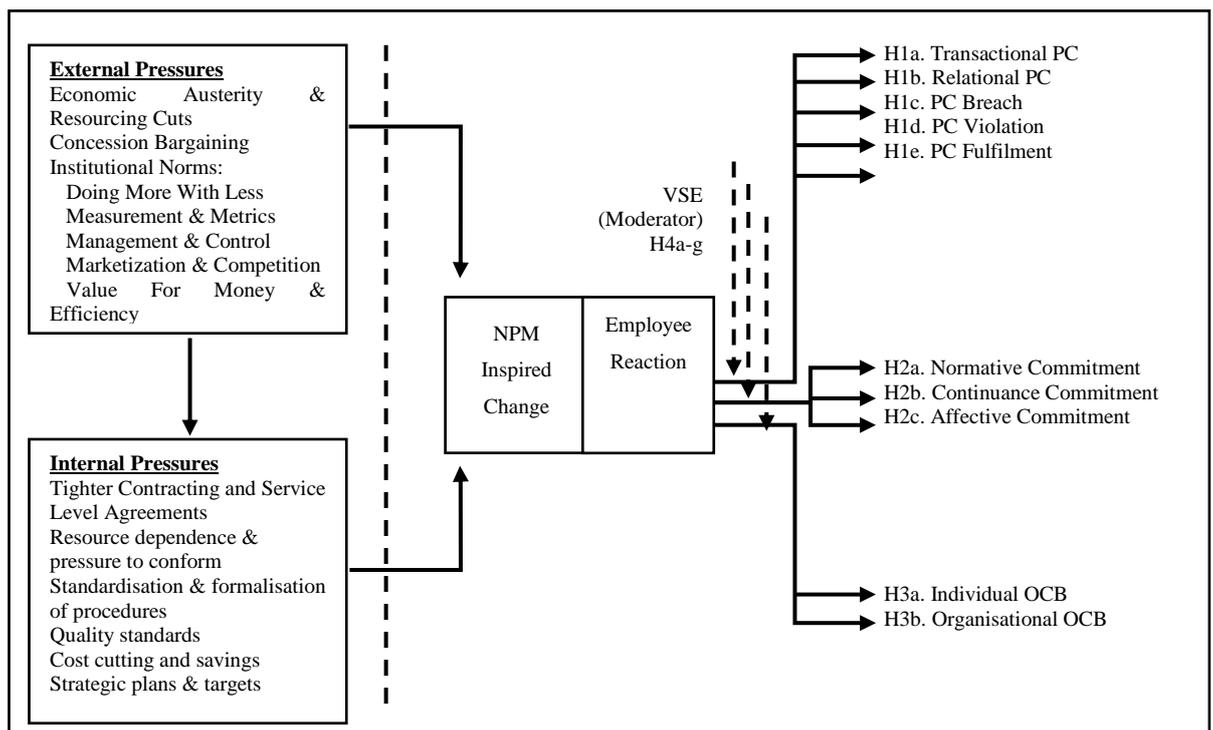
Finally, this chapter, presented the conceptual framework, as in Figure 4.2, built around the predictor variable of Employee Reaction to NPM Inspired Change and the outcome variables of PC, commitment and OCB. Given the values and ideological basis of much of the work in this sector, one must question if the employee reaction to this NPM inspired change, no matter how radical or counter cultural, will have a differing effect on their commitment, pro-social citizenship behaviour and the PC? The moderating influence of VSE, which underpins work in the sector, could potentially mitigate against adverse reactions to change, resulting in employees exhibiting a higher readiness, resilience to and acceptance of such change, both cognitively and emotionally, as part of a wider ideological commitment to the organisation's mission and cause. In the next chapter, the underpinning research philosophy, design and methodology are discussed, providing a clear line of sight to the findings and outcomes of the study.

Chapter 5
Research Design and Methodology

Chapter 5: Research Design and Methodology

5.1 Introduction

Chapters 1 to 4 explored the literature streams underpinning NPM inspired change and its impact on work, HRM and employees in the NPVCS together with the explanatory theoretical framework that informs the core conceptual framework. This chapter reveals the research design and methodology and the rationale behind research decisions which operationalise the research questions and conceptual framework. It identifies the researcher's world view, examining the ontological, epistemological and axiological roots of the study. These philosophical positions inform the research design methods and demonstrate the rigour, consistency, trustworthiness and transparency of the research while also being sensitive to ethical considerations. It presents the warrant for the study and its distinctive contribution to knowledge, while addressing its limitations and blind spots.

5.2 Positioning the Research: Philosophical Underpinnings

5.2.1 Researcher's World View and Paradigmatic Outlook

Organisational behaviour research has evolved significantly over the last few decades (Mitchell 2018). Conducting management research in the NPVCS involves the study of a subject that is in flux due to growth in size, sophistication and complexity, making it an attractive research domain (Cunningham 2001b, Myers and Sacks 2003, Alcock and Scott 2005, Bielefeld 2006, Taylor *et al.* 2018). Acknowledging such complexities recognises the 'real world', maximising the potential to make a significant contribution to the subject's evolving body of knowledge (Buchanan *et al.* 1988, Gray 2004). Researchers hold their own beliefs, values, 'world view' (Creswell and Plano Clark 2007, p21) and 'mental model'(Greene 2007) when undertaking research. A paradigmatic view contains a set a beliefs, values and assumptions and guides the inquiry and research decisions. It is shaped by the researcher's past experiences, education, professional affiliations, culture and society (Guba and Lincoln 2005, Creswell and Plano Clark 2007). These paradigm issues are critical; guiding the research approach while identifying the dominant paradigm and the underlying

assumptions that shape its inquiry. Such assumptions stem from the 'pillars' that support any paradigm, namely ontology, epistemology, methodology, axiology and rhetoric (Guba and Lincoln 1988, Cressell 2003).

Table 5.1 The Study's Expanded Paradigm

	Stages of Field Work Research	
Dimensions of Contrast	*Phase 1 – Qualitative Interviews & Archives*	*Phase 2 –Survey Instrument*
Ontology	Diverse Views/Singular & Multiple Realities	Single Reality
Epistemology	Pragmatism – Subjective-Objective continuum	Post-positivism – Objective
Axiology	Multiple Values – biased & unbiased	Singular Values with Bias check
Methodology	Inductive & Deductive & Phenomenological & Emic	Deductive & Survey & Etic
Domain-Framework	Two Organisational Case Studies	Two Organisational Case Studies
Theoretical Framework	Institutional Theory, Resource Dependency Theory & Strategic Choice Theory	Social Cognition Theories
Method: Triangulation of Data & Methods	Qualitative Interviews	Quantitative Questionnaire
Research Sequence	Sequential and Complimentary	Sequential & Complimentary
Rhetoric	Informal Style	Formal Style
Causal Linkages	Difficult to identify & transitory	Cause identifiable
Generalisation	Emphasis on ideographic statements	Nomothetic statements

Adapted From: (Creswell and Plano Clark 2007, Teddlie and Tashakkori 2009)

Similar to Burrell and Morgan's (1979b) model of social theory, the pillars supporting every paradigm as adapted from Creswell and Plano Clark (2007) and Teddlie and Tashakkori (2009), are illustrated in Table 5.1. These pillars shape both the architect and architecture of the research in terms of process and reporting. The repertoire of paradigms may be categorised into four principal world views including positivism/post-positivism, constructivism/naturalist, transformative/advocacy and participatory and finally pragmatism (Creswell and Plano Clark 2007, Teddlie and Tashakkori 2009).

5.3 Mixed Methods

In adopting a mixed methods approach, the researcher must select appropriate paradigms to straddle the divide between the quantitative (nomothetic) and the qualitative (ideographic) (Reichhardt and Rallis 1994, Teddlie and Tashakkori 2003, Edmondson and McManus 2007, Soteri-Proctor 2010). Growing rejection of a 'tidy'

paradigmatic dichotomy in favour of a more 'untidy' research landscape includes approaches like grounded theory (Walsh *et al.* 2015). This growing consensus diminishes fixation on methods and focuses on the nature of the phenomenon under investigation (Falconer and Mackay 1999, Buchanan and Bryman 2007). The pragmatist approach has grown in popularity in an effort to solve paradigm incommensurability (Weaver and Gioia 1994, Johnson and Onwuegbuzie 2004, Alise and Teddlie 2010, Feilzer 2010, Morgan 2014, Mertens 2015, Molina-Azorin *et al.* 2017). While purists continue to argue the mutual exclusivity of each and situationalists adapt and value them as equally separate, pragmatists integrate them in the search for more socially useful knowledge. The latter may best be achieved with mixed methods analysis via convergence of findings and richer, deeper and more varied interpretations. (Jick 1983, Rossman and Wilson 1985, Turner *et al.* 2017a). Epistemologically, mixed method accommodates both objective and subjective knowledge in a practical "what works" way, while striving for distance and impartiality (Crotty 1998, Easterby-Smith et al. 2004). Axiologically, it examines multiple values, with a consciousness of bias and subjective interpretations. Methodologically, it is both inductive and deductive, building patterns and themes and testing hypotheses relative to the data, through the use of qualitative and quantitative analytical tools. It borrows from both the positivist and interpretivist traditions and offers a broader ontological perspective, thus lending direction to a mixed methods approach (Greene 2002, Greene 2007).

In the mixed methods dilemma, there is no perfect solution and the researcher must make hard choices and compromises in the best interests of achieving the research objectives while remaining realistic and pragmatic about what is feasible (Falconer and Mackay 1999). Given the nascent nature of research in the Irish NPVCS, a practical mixed methods approach provides the best opportunity to explore robust relationships and tell a more complete story of how the Irish NPVCS is changing in response to NPM (Creswell and Clark 2003, Feilzer 2010).

5.4 The Study's Expanded Paradigm

Contrasting the lack of knowledge and understanding of the Irish NPVCS with the four common paradigms led one towards the choice of pragmatism in an effort to find the "best" paradigm fit (Creswell and Plano Clark 2007). This realistic and practical approach accommodates the adoption of several world views and allows for convergent, explanatory or exploratory avenues (Creswell and Plano Clark 2007, Leech and Onwuegbuzie 2009). This study can be officially classified as a Mixed Methods Exploratory Sequential Design (Tashakkori and Teddlie 2003, Creswell and Plano Clark 2007). It incorporates an exploratory sequential mixed methods design, using a triangulation of data and methods within a case study vehicle as summarised in Table 5.1 (Creswell and Plano Clark 2007, Teddlie and Tashakkori 2009). It commences with a qualitative research phase that helps to inform and complement the quantitative data in phase two of the study. Such a design is incorporated into the broader framework of a case study to create what Cresswell (2013) calls an 'Advanced Mixed Method Design'.

5.5 The Research Question

5.5.1 Genesis of the Research Idea

The formulation of research ideas frequently stems from the researcher's curiosity, passion and field of interest rather than from the academic literature (Campbell *et al.* 1982, White 2009). In this case, the researcher's previous employment as a CIPD qualified HR professional in various sectors including the public and NPVCS. It resulted in a heighted awareness of the contrasting culture between sectors and a sense that this culture was shifting and converging due to encroaching formalisation and commercialisation in the NPVCS. Search of the literature to confirm these suspicions revealed a nascent theme that required further exploration, particularly in an Irish context. Thus, the original idea was formed, instigating this research odyssey (Hughes and Tight 2013). Investing time exploring various lines of inquiry enabled a filtration of research ideas so that a realistic research question was formed (Kamler and Thompson 2006).

5.5.2 Research Questions

This study spans the classic and ambiguous divide in explanatory-exploratory research between the causes and consequences of NPM inspired change in the Irish NPVCS (de Vaus 2002) which is further nuanced by the confirmatory nature of hypothesis testing of the employee reaction to this change, which is part of the philosophical challenge of any mixed methods study (Sommer Harrits 2011). It was reframed as a three-pronged argument that hunts for answers at all three levels of analysis, namely the environment, the organisation and the individual employee level. Mixed methods research is suited to such multi-level analysis (Tashakkori and Teddlie 2003, Watkins and Gioia 2015). The nature and cause of NPM inspired change and the employee reaction to such change are the 'golden threads 'of the study, providing internal cohesion and consistency, linking various themes and sub-themes (Kamler and Thompson 2006).

In order to accomplish multi-level analysis, the study's title 'An Exploratory Study on the Impact of NPM Inspired Change on Work and HRM in the Irish NPVCS' was decoded into four research questions, with each question filtering down to the next level of analysis:

1a. What are the environmental and institutional forces of change that have shaped the evolution of NPM in the Irish NPVCS?

1b. How has this NPM inspired change infiltrated and impacted the Irish NPVCS?

2. How has this NPM inspired change shaped work and HRM in the Irish NPVCS?

3. How have employees perceived and reacted to this NPM inspired change and why?

4. To what extent does the VSE moderate the employee reaction to this NPM inspired change?

To understand how this filtration process was accomplished, it is opportune to revisit the study's conceptual framework as introduced in Chapter 4 and as illustrated below in Figure 5.1. The conceptual framework is a unique and integral part of the research design and methodology and serves as roadmap in giving direction to evaluating and answering the research questions. It gives expression to the research problem by identifying the various components, commencing with the context and contingencies

of the external and internal environment that surrounds the NPVCS and fuels NPM inspired change. It then portrays the employee response to this change as expressed in a number of research hypotheses, using a variety of outcome measures, namely the PC, commitment and OCB. The VSE is included to determine if and to what extent this response is moderated. The framework serves to mark out the contours of the research in terms of qualitative and quantitative phases and provides a line of sight on the research process.
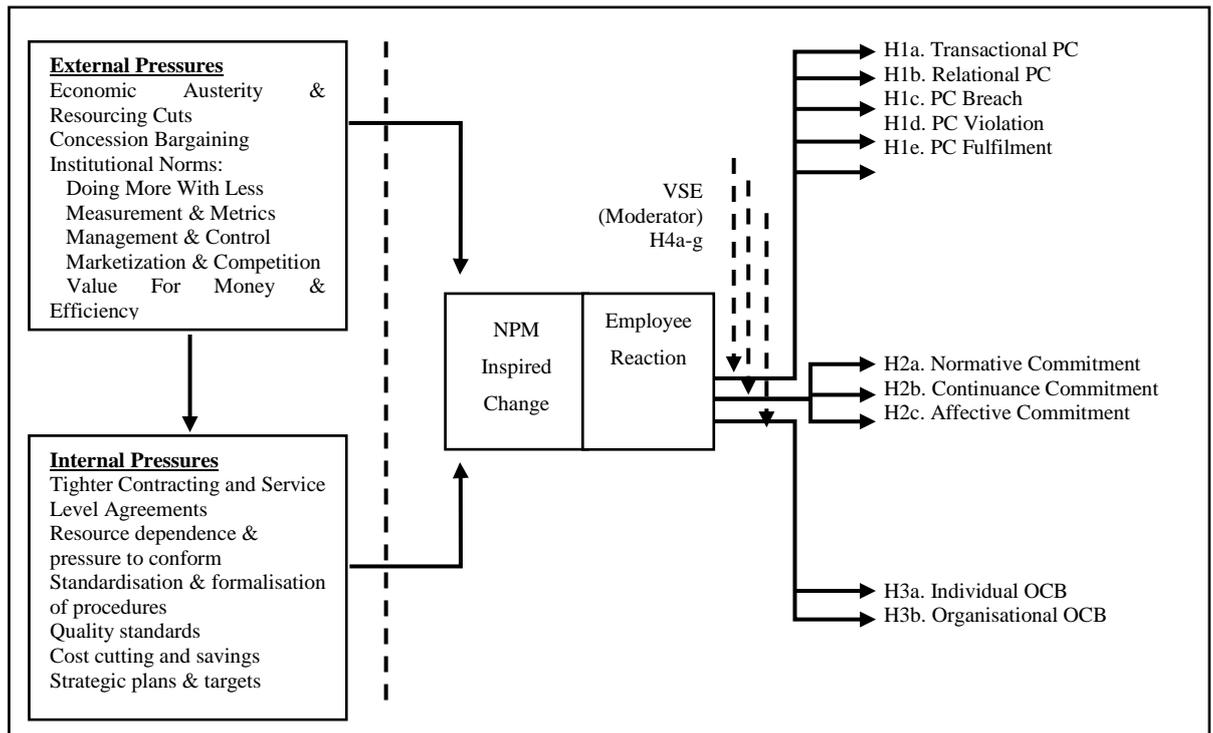
Figure 5.1 The Study's Conceptual Framework and Research Hypotheses

5.6 Research Methodology

In terms of research design, a systematic, rigorous and robust approach to any research endeavor is imperative, increasing the reliability, validity, legitimacy, confidence and trustworthiness of the process and facilitating a transparent audit trail and reproducibility (Sekaran and Bougie 2010, Aguinis and Vandenberg 2014, Aguinis *et al.* 2018). The selection of a sequential mixed methods design was driven by a rational justification to provide a confident and transparent roadmap for answering the research questions. The research was divided into two distinct research phases as illustrated in Figure 5.2.

Qualitative Phase 1 of Case Study Research 2012-13

- Purposive selection of two case study organisations based on informal interviews in the sector.
- Archival research on sector & organisations
- Qualitative interviews in the two case study organisations with CEO, board members, senior management team members, functional and operational heads, line managers, supervisors, HSE officials and other stakeholders

Quantitative Phase 2 of Case Study Research - 2014-15

- Quantitative data gathering through the use of a Qualtrics online questionnaire to discover the employee perception and reaction to NPM inspired change. This was distributed via an e mail link to employees within the two case study organisations.

Figure 5.2 Research Phases

5.7 The Case Study Method as a Research Strategy

Qualitative and case study research, have grown in capacity and legitimacy and are considered suitable frameworks in a mixed methods exploratory study (Yin 1981, Meyer 2001, Bill *et al.* 2007, Bluhm *et al.* 2011, Piekkari and Welch 2017). As a primarily qualitative tool, the case study is reinforced by the use of 'theoretical propositions', which are seen as the essential first step in operationalising a research question, differentiating the case study approach from grounded theory and ethnography (Yin 2009, p.130). Choosing single or multiple case studies is a critical decision for any researcher using this mode (Mukhija 2010). A multiple case study approach facilitates more meaningful comparisons "that clarify whether an emerging finding is simply idiosyncratic to a single case or consistently replicated by several cases...and provides a more robust grounding for the testing of logic and relationships among theoretical ideas and reduces data bias associated with informants from a single region or organisation" (Eisenhardt and Graebner 2007, p.27). A multiple case study approach uncovers the dynamics of a particular setting and captures a richer context, aiding the generation of more germane propositions and hypotheses (Herriott and

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Firestone 1983). Accordingly, the decision to use two case studies was based on the greater flexibility, exploration and generalisability potential offered by multiple case studies (Bryman 2001). According to Kuhn (1987, p.9), *"a discipline without….a number of thoroughly executed case studies is a discipline without systematic production of exemplars, and that a discipline without exemplars is an ineffective one"*.

5.7.1 Case Study Organisations: Selection, Criteria and Purposive Sampling

The phenomenon of change in the Irish NPVCS is complex and evolving, with relationships and variables in flux (Carney *et al.* 2012). In this environment, the case study method offered the potential to investigate the 'phenomenon in depth', where 'the boundaries between phenomenon and context are not clearly evident' (Yin 2009, p.18), providing a systematic approach to addressing key criteria of transferability, validity and reliability (Eunjung Lee *et al.* 2010).

When scoping for possible case study organisations, there was no definitive register of NPVCS organisations in Ireland. The full implementation of the Charities Act 2009 will in time ultimately provide for such a register. Subsequently, there was a reliance on *The Directory of the Irish Nonprofit Organisations,* a voluntary list developed by an academic research centre in conjunction with umbrella member organisations *Irish Charities Tax Reform Group* and *The Wheel*. Using purposive sampling, these lists enabled the identification of potential organisations, using the stratifying variables of organisational size, organisational life cycle, financial health, relationship with Government, systems architecture and protocols as well as the practical reality of gaining meaningful access. The level of HR sophistication was also an important consideration. Palpable hallmarks of a more professional HR presence include: the appointment of a HR Manager/Director, membership of the SMT, use of HRIS (Human Resource Information System) electronic systems, a formal remuneration and grading system, a career and talent management system and achievement of quality standard accreditation, among others.

In seeking to identify organisations who met such criteria, informal interviews were conducted with a number of HR Directors/Managers in the sector, giving an overall

appreciation, understanding and 'feel' for the field. This enabled greater insider knowledge about organisations within the sector (Schatzman and Strauss 1973). It also provided *prima fascia* reassurance and confirmation of the seed idea of the study. Given the difficulties and barriers to gaining access to organisations (Peticca-Harris *et al.* 2016), this proved a beneficial and productive route as it enabled the development of positive on-going working relationships with key organisational gatekeepers (Buchanan *et al.* 1988, Saunders *et al.* 2009).

Ultimately, the case study organisations chosen, *Alpha* and *Omega,* emerged from these informal interviews and stood out as representative samples of what was happening in the Irish NPVCS generally. To optimise potential generalisability, efforts were made to ensure both case studies were in the same sub-sector of the NPVCS, namely the PSD subsector. Both are '*Section 39*' organisations under the 2004 Irish Health Act. They provide services under contract on behalf of the State and are dependent on government for between 70-80% of their funding. Both have workforces in excess of 1000 employees with *Alpha* having 2,500 and *Omega* 1,300. Each have developed and evolved HR functions and the respective HR Directors are members of the SMT. Both experienced significant change throughout their history, particularly due to recent austerity and public-sector retrenchment. They exhibited some of the classic hallmarks of NPM in terms of growing managerialism, marketisation/commercialisation and measurement. In sum, they both presented as organisations who had the evidentiary potential and capacity to answer the research questions. Selecting organisations with so many similarities enabled direct comparisons in terms of environment, context, operations and the manner in which common issues were confronted. It also allowed for a collective commentary and discussion on the sub-sector within an Irish context.

5.8 Research Instruments

The operationalisation of any research question requires careful consideration, especially in the choice of instruments used to make sense of the phenomenon under exploration. Six core criteria ultimately guide this choice, namely, appropriateness,

explanatory power, validity, scope, parsimony and openness (Littlejohn and Foss 2010). These criteria influenced the final selection of instruments.

5.8.1 Phase One – Qualitative Interviews

Following a sequential mixed methods research design, phase one of the research adopted a qualitative approach. It aimed to provide "thick description to convey the richness" (Geertz 1973a, p18) and fully capture the inherent complexities of the lived event, explaining the "webs of meaning" (Geertz 1973a, p19) that were invoked by individual interpretations of organisational life. Dealing with such subjective or 'soft' data, the researcher was cognisant of the danger of bias and misinterpretation, which was minimised through the use of the qualitative analysis tool *NVivo* 9 (Abrams 1984, Langley 1999) (see Appendix D for the Coding Tree Framework). The robustness of this qualitative research was also judged based on its credibility, transferability, dependability and confirmability (Guba and Lincoln 1986).

Phase one of the research, refined the process commenced in the informal interviews with HR managers and sought formal access to the two selected case study organisations (see Appendix E for letter of approach). Preparation for entry into *Alpha* and *Omega* involved archival research which is a critical but neglected step in case study research and evidence gathering (Welch 2000, Ventresca and Mohr 2008, Yin 2009). Perusal of publicly available documents and reports on both organisations and on the sector in general created a greater awareness of the issues confronting the sector and bestowed a fluency in the language and vernacular of the sector and organisations which built credibility at interviews and provided fuller and richer context. Annual reports, strategic plans and public commentary were primarily the archives of choice and were used to compile the milestones of HR and work-related developments and initiatives at *Alpha* and *Omega* as displayed in Appendix L and M, respectively.

The qualitative interviews were conducted with a wide variety of organisational actors and stakeholders such as the CEO, SMT members, functional and operational heads, line managers, trustees, trade unionists and funders (see Appendix F for Interviewee List). The initial informal interviews, combined with a review of the literature, allowed

the development of a robust protocol to guide the semi-structured interview schedule (see Appendix G for Interview Protocols). This interview protocol was modified, depending on the organisational actor/stakeholder being interviewed and their position within the organisation (Arksey 2004). While comments from all stakeholders interviewed were not used in the final text, they collectively helped to set the context and contingencies of the sub-sector and the two case study organisations. State, sectoral, organisational, cultural, functional, departmental and HRM change were among the common themes for discussion. Aspects of job/role, work systems, practices and work intensification, growth of formality and professionalism, managerialism, commercialism, quality assurance, performance measures, funding models, SLAs, change agents and their roles, culture, values and ethos of the organisation and future directions were also explored.

Many interviews exceeded their allocated time of one hour as participants were anxious to talk about the organisation and their work (McGonagle *et al.* 2015). The adoption of a semi-structured interview process allowed for more relaxed conversations in which targeted questions and additional follow up questions could be asked in-sync with the natural flow of the conversation (Keats 2000, Kvale 2008). This approach avoided the negative connotations associated with formal interview approaches, creating a setting where the richness and 'thick description' that qualitative interviews can elicit was allowed to flourish (Geertz 1973a, Buchanan *et al.* 1988).

5.8.2 Phase Two - Quantitative Instrument: Employee Questionnaire

Information gathered in phase one was combined with a review of the literature to inform phase two of the research and the creation of a positivist research instrument in the form of an employee questionnaire (see Appendix H). Standardised scales possessing robust psychometric properties were selected to examine the PC, commitment, OCB, intention to quit/stay, intention to seek alternative employment and job embeddedness ensuring validity and reliability, which was critical in preserving consistency and coherence in the study (Bryman 2003). The psychometric qualities of these scales are summarised in Appendix I, which identifies the scales

used, their source, the number of scale items, an item example and the Cronbach's α where applicable. In addition, a newly developed non-standardised scale was also used to measure the VSE, NPM inspired change and reasons for working in the NPVCS. All these scales formed the bedrock of the survey instrument in seeking to capture the employee perception and reaction to NPM inspired change.

Given the total sample population of over 2,700 employees, it was both methodically justified and administratively convenient to pursue a survey approach. The survey instrument was structured in an intuitive and logical sequence (Dillman 2000, de Vaus 2002). It was distributed via email to all employees within the case study organisations using a *Qualtrics* link in an email distributed by the HR Director in each organisation. This email encouraged maximum participation, briefly explained the purpose of the research and reaffirmed its anonymity and confidentiality. A series of reminder emails were issued over the course of a one-month completion window. The data gathered during phase two was subjected to analysis using statistical software IBM SPSS version 22.

To fully understand the nature and purpose of each section of the questionnaire, it is important to examine each of the individual constructs in detail and the link to the research hypotheses as illustrated in the conceptual framework in Figure 5.1 above.

5.8.2.1 The Psychological Contract

The PC is well established and accepted in change management literature (Taylor and Tekleab 2004, Montes and Irving 2008). Within this tradition there are several choices of validated scales to measure and assess the impact of NPM inspired change on the employment relationship. The selected eighteen item scale was developed by Raja *et al.* (2004) and comprised a transactional and relational PC scale with a 5 point Likert response stem based on previous work by Millward and Hopkins (1998). Irving *et al.* (2002) analysed this scale and found that it possessed robust psychometric properties with Cronbach's α of .72 and .79 respectively. Further reassurance was gained by the fact that this measurement has also been successfully used in previous studies of organisational change (Bellou 2007). PC breach was measured using a six item scale

developed by Robinson and Morrison (2000). PC violation was measured using a four item instrument also developed by Robinson and Morrison (2000) with a Cronbach's α of .82. A two item scale with a Cronbach's α of .84 was used to measure PC fulfilment (Rousseau 2000).

5.8.2.2 Employee Commitment

The measurement of employee commitment is psychometrically well developed (Cohen 2007, Park *et al.* 2013). The multi-foci model of Meyer and Allan (1993) was selected above more unidimensional offerings as it has sub-scales which capture a full spectrum of responses in terms of affective, continuance and normative commitment as targeted towards the organisation, the job and occupation (Mowday *et al.* 1979, Klein *et al.* 2012). This is based on the original work by Meyer and Allen (1991) and further refined by Meyer *et al.* (1993). The Cronbach's α on their affective scale are particularly strong ranging from .72 to .91, which was important in the context of the values based and ideological infused NPVCS.

5.8.2.3 Organisational Citizenship Behaviour

A variety of validated scales exist to capture OCB and measure such behaviour and contextual performance (Organ *et al.* 2006). The Individual-OCB-Organisational-OCB scales developed by Lee and Allen (2002) were selected as the most appropriate. The choice was influenced by a theme that emerged in the qualitative interviews, highlighting the distinction between pro-social behaviour targeted toward co-workers and clients as opposed to the organisation as a system and structure (Organ and Konovsky 1989, McNeely and Meglino 1994). Both scales are robust, with internal consistency reliability scores of .88 on the IOCB scale and .75 on the OOCB (Randall *et al.* 1999, Turnley *et al.* 2003).

5.8.2.4 Intention to Quit-Stay and Job Embeddedness

These categorical measures offer valuable insight on the behavioral reaction to NPM inspired change. They are based on validated scales on intention to quit (Vandenberg and Nelson 1999), intention to stay (Colarelli 1984) and job embeddedness (Mitchell *et al.* 2001, Crossley *et al.* 2007). The scale relating to job embeddedness is extensive

and in the interest of efficiency, a limited number of items with high Cronbach values were selected, with overall scores ranging from .73 (Gellatly *et al.* 2006) to .79 (Cheng and Stockdale 2003). Results were expressed in percentages as they did not form part of the hypotheses framework and were incorporated into the case study in Chapters 6 and 7.

5.8.2.5 Newly Developed Non-Standardized Scales

While the adoption of standardised scales was the preferred option when developing the employee questionnaire, the survey instrument also required the inclusion of questions and scales for which no accepted validated scale or measurement currently existed. The formulation of these questions was shaped by a review of the relevant literature and by the qualitative interviews in phase one of the study. Such a sequential developmental process is very much in line with the exploratory mixed method design process as discussed in Section 5.6 (Creswell and Plano Clark 2007).

5.8.2.5.1 Attraction to Working in the NPVCS

Attraction to working in the NPVCS is complex and multidimensional (Mirvis and Hackett 1983, Onyx and Maclean 1996). It distinguishes commitment to a particular cause or ideal as the main impetus for joining the sector. (Paton and Cornforth 1991). There is strong evidence to suggest shared values and beliefs are critical in attracting and retaining staff in the sector (Cunningham 2008a). However, it is important to include a spectrum of work orientations including instrumental, bureaucratic and solidaristic rationales (Goldthorpe *et al.* 1968). This is reflected in the items covering the various reasons why people were drawn to working in the sector, which ranged from practical reasons like needing a job to more expressive ones of believing in the cause of the organisation. Respondents were requested to prioritise them in order of importance from one to ten, capturing the spectrum of reasons why people choose to work in the sector. Results were expressed in percentages as not part of the research hypotheses framework and were incorporated into the case study in Chapters 6 and 7.

5.8.2.5.2 VSE Scale

The inclusion of VSE in the questionnaire provided a useful barometer on employee reaction to NPM inspired change. A psychometric scale measuring VSE had not yet been developed and so it stands as one of the warrants for the research in terms of a first cut contribution to knowledge creation in the area. This new VSE scale was adapted from the Public Sector Ethos (PSE) scale (Rayner *et al.* 2011). The PSE scale has been used to measure the impact of management reforms including NPM in studies in the public sector (Lawton 1995, Foster and Wilding 2000). The VSE aims to do the same for the NPVCS and is gaining traction as an evolving concept (Lapworth *et al.* 2016a, Lapworth *et al.* 2016b). Principal component analysis on the newly adapted seven item scale revealed the presence of two components with eigenvalues exceeding 1, explaining 55.3% and 15.3% of the variance respectively (Pett *et al.* 2003). An inspection of the scree plot revealed a clear break after the second component. Oblimin rotation revealed the presence of a simple structure with both components showing a number of strong loadings and all variables loading substantially on to two components (Thurstone 1947). These results supported the use of the scale as an acceptable measure of the VSE. Furthermore, the face validity of the new VSE scale was high when tested as part of the questionnaire piloting. VSE is acknowledged as a distinguishing characteristic of the NPVCS and so possession of this trait among the workforce was examined as a moderating factor in developing and testing hypotheses surrounding employee reaction to NPM inspired change.

5.8.2.5.3 'Degree of Employee Reaction To NPM Inspired Change' Scale and 'Index of Negative NPM Inspired Change'

The review of the literature surrounding NPM served as a backdrop to the development of this instrument. The 'Degree Of Employee Reaction To NPM Inspired Change' as a continuous measure endeavoured to capture the content, type and nature of NPM inspired change using a five-point Likert scale, ranging from very positive change to very negative. Reflected in the scale were the core characteristics of NPM: marketisation, managerialism, measurement, economies and efficiencies with particular regard to HR, employee relations and work practice issues (Alexander 2000, Noordegraaf and Abma 2003, Bach and Bordogna 2011, Carter *et al.* 2013). The scale

was contextualised via evidence gathered from the literature, the phase one qualitative interviews and through archival material and organisational reports from the case studies (Cunningham and James 2011, Hogg and Baines 2011, Meyer *et al.* 2013). The scale consisted of twenty-three items, spanning structural, operational, cultural and people management issues, which facilitated a broad portrait of NPM inspired change.

Given that the 'Degree of Employee Reaction To NPM Inspired Change' scale' contained such a diverse range of items which do not feed into a pure psychometric construct, it was deemed appropriate to create a more formative measure in the shape of an 'Index of Negative NPM Inspired Change'. Eighteen of the most relevant items on the Degree scale were retained and recoded to zero for the positive and neutral responses on the scale. Items were recoded to one for the negative responses and then computed to create a composite variable of an 'Index of Negative NPM Inspired Change'. This is a similar process to the index adopted by Conway *et al.* (2014) in their study of change in the public sector based on established theory and reasoning behind this type of measurement model (Diamantopoulos and Winklhofer 2001, Jarvis *et al.* 2003, Diamantopoulos and Siguaw 2006, Coltman *et al.* 2008) This formative indicator was justified on the grounds of achieving a better representation of the structural relationships (Coltman *et al.* 2008) and as the predictor variable, it formed the basis for subsequent correlation, regression and moderation analysis.

5.8.2.6 Biodata

The final section of the questionnaire captured biographical data such as age, gender, nationality, ethnicity, disability, religion, contract type, hierarchical job level, highest level of qualification and membership of a trade union. Such biodata aided the profiling of participants, helping to contextualise what they were saying. The inclusion of such information afforded opportunities to interrogate the data and generate more cognate propositions around the research question. Based on relevance to the literature and on data category viability, some of these characteristics were controlled when testing the research hypotheses using hierarchical regression analysis.

5.9 Piloting

Piloting is critical in the development of successful research instruments, adding credibility and rigour to the research process (Teijlingen and Hundley 2002). In the words of De Vaus (1996, p.54) 'Do not take the risk. Pilot test first'. Piloting tends to be underutilized, resulting in potential problems with the research tools which may jeopardize the research process (Prescott and Soeken 1989, De Vaus 1996). Accordingly, the researcher was mindful of piloting during each phase of the research. In this study, the informal interviews contributed greatly to the piloting of the research methodology used in phase one, enabling the development of field work skills, especially around negotiating access, addressing ethical concerns, building relationships with key gatekeepers and stakeholders, gaining insider knowledge of the sector, developing and conducting interview protocols, using field tools such as voice recorder and journaling field notes. Such piloting reinforced the urgency of reviewing all field notes and recordings immediately after the event in order to fill in any gaps and fully contextualise the realities of the interview. It also raised awareness about accurately and consistently gathering targeted information that addresses the research questions. These informal interviews formed a basis for the development of more detailed semi-structured interviews protocol in phase one, helping to identify critical lines of enquiry when conducting research with the two selected case study organisations (Rossman and Rallis 2003, Guest *et al.* 2006).

Phase two provided an opportunity for piloting in the more traditional sense. An early version of the questionnaire was piloted with four friends who worked in the nonprofit sector. The criteria included: timing and reasonableness, flow, comprehension, typos, face validity, language and wording, especially in the non-standardised scale item questions. Feedback was used to pilot it with a group of ten mature post-graduate students in a focus group format. This feedback was used to pilot for a final time with a group of five employees who worked in the same nonprofit sub-sector. The feedback from all three pilot studies resulted in both structural and literary changes to the survey, including typos, wording on the non-standardised scales, re-ordering on the sections including the placing of the biodata element towards the end of the survey. Acting on feedback regarding the length of the survey was constrained by the prominence of

standardised scales whose psychometric integrity had to be retained. While the piloting process was time consuming and protracted, it was worthwhile, ultimately creating an instrument which was valid, reliable and fit for purpose (Rowley 2002, Sekaran and Bougie 2010).

5.10 Data Collection and Analytical Strategy

Documenting the processes and procedures used in data collection and analysis is an important part of the audit trail (Lincoln and Guba 1985, Shenton 2004). Phase one involved archival research of paper and online resources, documents, policies, procedures and systems, such as Mission Statements, Annual Reports, Strategy Reports and HR Policies and Procedures from the two-case study organisations. Public domain commentaries about the case study organisations and the sector in general were also examined. This enabled contextualisation of the organisations and their environments and offered a greater understanding of the culture of the organisation, its leadership and its decision-making styles. The qualitative data in phase one of the research was collected via a voice recorder and transferred onto the *NVivo 9* software for thematic coding (Edhlund 2008, Bazeley 2011).

A combination of approaches were used in the analysis of the data (McLellan *et al.* 2003). Initial interviews were transcribed with first and second cycle topics being thematically and axiologically coded (Coffey and Atkinson 1996, Edhlund 2008, Saldana 2009). An online approach to the questionnaire in phase two using *Qualtrics* was both cost effective and efficient (Shih and Xitao Fan 2008). Conscious of the fact that not all employees were computer literature, a paper version of the questionnaire was also made available on request.

The raw data downloaded from *Qualtrics* into SPSS V22 (IBM Company) was processed to prepare it for descriptive and inferential statistical analysis. The data for both continuous and categorical variables was screened for errors in terms of labelling, minimum and maximum values and valid and missing cases, with cases being excluded on a pairwise basis. The variables were then checked for any violation of the assumptions underlying both the descriptive and inferential statistics. This included

assessing distribution of scores, normality and outliers via tests of Skewness, Kurtosis, Q-Q plots, Box plots and trimmed means. Outliers that differed from the main data trends were identified. This was conducted by establishing the Cook's distance, the leverage and the Mahalanobis distances for all cases within the data. As outliers had the potential to significantly affect the output in regression analysis (Field 2013), cut-off points for each measure was calculated, with scores falling outside of the cut-off points being recoded as 1 and all scores within acceptable ranges being recoded as 0. Hayes (2013) suggests that only cases scoring 1 in two or more of the distance measures should be counted as outliers. Following this process, three outlying cases were found in the data set for *Alpha* and no outliers were identified in the *Omega* data. When these three outliers were analysed, two were found to be only slightly outside the acceptable range and were therefore ignored. In the third outlier, exceptionally variant scores were found relating to the VSE. Hayes (2013) provides two alternatives for dealing with outliers. Firstly, individual cases can be removed from the data set. Alternatively, items that are causing strong variance may be recoded, once they are placed at the uppermost or lowermost limit of the data, depending on the cause of the variance. In this case, the cause was due to particularly high score values in VSE. These scores were "Winsorised" and reduced to fall within the acceptable range but remain the highest score for all cases within the data set (Ghosh and Vogt 2012).

In terms of hypotheses testing of the relationship between the independent variable of 'Index of Negative NPM Inspired Change' and the various dependent variables of PC, commitment and OCB, correlation analysis was conducted for both organisations to determine the direction of the relationship as presented in Table 8.6 And 8.7. This was followed by hierarchical regression analysis for each of the hypotheses in each organisation, displaying the beta weights and F as reported in Table 8.8 and 8.9. Based on their relevance in the current literature and the viability of data numbers in each category, the biodata characteristics of; gender, age, tenure, contract type, full/part time, education and Trade Union membership were selected. Selection was further rationalised by the statistical guide of a minimum of two sample points and a minimum of thirty at each point (Miles and Shevlin 2001). These variables were controlled in the hierarchical regression analysis to isolate the pure impact of NPM inspired change.

Finally, moderation analysis was conducted using Hayes PROCESS macro (Hayes 2013), with the VSE as the moderator between the 'Index of Negative NPM Change' and the variables of PC, commitment and OCB.

In sum, the multiple case study approach enabled a capture of three levels of analysis incorporating the sector, the organisation and the employee perspectives. The analytical strategy for this multi-level and multi-method study was dictated by the researcher's ontological view, by the parameters of the research questions and by the contribution to knowledge that the study aspires to make. Triangulation of data through the qualitative interviews allowed macro and meso levels of analysis of NPM inspired change in the two-case study organisations. The quantitative data from the employee survey facilitated micro level analysis through a range of statistical processes, determining the individual level reaction to such change and how it may have been moderated by the VSE.

5.11 Response and Completion Rates to On Line *Qualtrics* Survey

Table 5.2 Response and Completion Rates in the Two Case Study Organisations

Alpha	Number	*Omega*	Number
Population	1700	Population	1000
No Responded:	819	No. Responded:	349
No Completed.:	361	No. Completed	190
Response Rate:	48.1%	Response Rate:	34.9%
Completion Rate:	44.1%	Completion Rate:	54.4%
Elimination Criterion:	Matched Pair	Elimination Criterion:	Matched Pair

An on-line survey was distributed to 1700 employees at *Alpha* and 1000 employees at *Omega* via an e-mail link. Table 5.1 shows a response rate of 48.1% and 34.9% for *Alpha* and *Omega* respectively which is just adequate for a survey targeted at individuals within a defined organisational population where the average response rate to surveys in academic organisational research is 52.7% with a standard deviation of 20.4 (Baruch 1999, Baruch and Holtom 2008). The completion rate, which is the percentage of respondents who started the survey but did not complete it fully, stands at 44.1% and 54.1% for *Alpha* and *Omega* respectively, which is disappointedly on the low side.

5.12 Access Strategy, Field Work Practicalities and Challenges

Given the invasive nature of case study research, negotiating and gaining access to suitable and receptive organisations can be challenging as the needs of the researcher to gain access in a timely manner is often in direct competition with the operational needs and demands of the organisation (Buchanan *et al.* 1988, Maginn 2007, Taylor and Land 2014). Building relationships with potential organisations was an ongoing process. Many of the organisations targeted were experiencing significant change and upheaval due to the fallout from the GFC and public-sector austerity. Organisations were experiencing unprecedented change and cuts on a scale never previously encountered. Some were reluctant or unable to accommodate a researcher's presence at the time and the researcher had to demonstrate patience, tact and persistence in gaining access, especially in one of the case study organisations, who postponed entry on a number of occasions, setting back the time schedule considerably. Having previous experience as a HR professional helped gain credibility and legitimacy with the key gatekeepers (Kawulich 2011).

This credibility was used to good effect in conducting a series of informal interviews with HR Managers in the wider NPVCS. This preemptory strike into the field served as a 'reality check' of the real world of work in the sector and to get *prima fascia* reassurance and confirmation of the seed research idea. It helped put more substance to the initial research hunches, questions and propositions and the insightful conversations with seasoned HR professionals in the sector helped to further crystalise thoughts and ideas. It also served as a scoping exercise to gain greater insider knowledge about organisations and 'case the joint' (Schatzman and Strauss 1973) to determine their appropriateness and suitability in terms of setting, context and desired attributes, with the ultimate aim of potentially serving as full case study candidate for the formal phase one of the study, which is what ultimately happened with the selection of *Alpha* and *Omega*. Given the difficulties and barriers to gaining access to organizations (Peticca-Harris *et al.* 2016), this proved to be an effective entry strategy. The approval process for gaining formal access to *Alpha* and *Omega* involved meeting the CEO and HR Directors, to discuss ethical considerations and provide reassurances,

especially around anonymity and confidentiality. This is explored in greater detail under ethical considerations below.

5.13 The Role of the Researcher

An exploratory study of this nature places the researcher in a unique position to observe and interact with a phenomenon (Rees 2015). This can be multi-edged, with implicit obligations, responsibilities and expectations potentially creating dissonance between the researcher and the expectations of the chosen organisations. The qualitative interview component of the research in particular, involved 'thick performance' on the part of the researcher in gathering 'thick descriptions'(Sergi and Hallin 2011). It brought the researcher's subjective preconceptions and biases to the fore, despite and in-spite of the overriding pursuit of objectivity (Lowes and Prowse 2001). Sensitivity to the power of implicit bias and the potential epistemic costs associated with it was paramount (Gendler 2011, Saul 2013). The pursuit of objectivity was further layered by gatekeeper parameters such as the quality standards and expectations of the University and the study's esteemed supervisors. Accordingly, the researcher was continually mindful of the dangers and challenges any implicit assumptions may have posed in order to capture a realistic impression of the situation (Mullings 1999, Dwyer and Buckle 2009).

5.14 Research Design Limitations

It can be argued that no research is perfect and all research, no matter how systematic or rigorous, has its limitations (Bryman 2003, Saunders *et al.* 2009). This study is no exception, which made the search for the 'right methodological fit' the overarching criterion (Edmondson and McManus 2007). The study contains a number of limitations which are important to highlight but may also serve as signals for future research

Qualitative aspects of this study were addressed using a case study approach. While the case study vehicle is very useful in answering and refining exploratory questions, it is not without its detractors (Miles 1979, Flyvbjerg 2006). The case study as a method was once viewed as an inferior method of inquiry, unworthy of the title and

subsumed under the family of large qualitative samples (Abercrombie *et al.* 1994). However, this view has evolved to the point where case study research is now viewed "as one of several approaches to qualitative inquiry" (Gall *et al.* 1996, p.544) and regardless of the number of cases studies, provides opportunities for learning "all we can" (Wolcott 1990, p.69).

Quantitative instruments have also been subjected to critical discussion. The quantitative survey instrument completed in phase two of the study may be subject to method bias as a self-report tool collected from one source, in terms of social desirability, common method variance, consistency motive and acquiescence (Arnold and Feldman 1981, Podsakoff and Organ 1986, Spector 1994). Also referred to as measurement bias (Spector 2006), any design strategy must be sensitive to the possibility of its existence. While method bias cannot be eliminated, every researcher has a responsibility to try and recognise, control and minimise it. To achieve this, the original psychometrically validated scale items were used in their full original form. On the design of non-standardised portions of the questionnaire, special attention was paid to minimise item ambiguity, demand characteristics and social desirability, while guaranteeing anonymity to all respondents. This was done to diminish the contamination of socially desirable responses and common method bias (Moorman and Podsakoff 1992). This administrative solution was not optimal and was complimented by a statistical remedy via the use of a single common methods factor approach. This approach was appropriate in this study as the predictor and criterion variable could not be separated, nor measured in different contexts, nor could the bias be specifically identified or validly measured (Podsakoff *et al.* 2003).

The traditional arguments and criticisms levelled at a mono-method design, be it exclusively quantitative or qualitative were partially mitigated by adopting a mixed methods study. However, the systemic limitations of each mono-method still reside and must be considered separately and collectively in evaluating a mixed method study against the standard criteria of validity, reliability and generalisability (Heyvaert *et al.* 2013). Mixed methods research is still an emerging methodology whose acceptance, legitimacy and credibility are growing across many disciplines (Currall and Towler

2003, Plano Clark 2005, Molina-Azorín 2011, Watkins and Gioia 2015). As an 'adolescent' (Teddlie and Tashakkori 2003, p.3), it is still working out some definitional and conceptual issues and has problems that need resolving (Teddlie and Tashakkori 2003, Creswell and Plano Clark 2007, Johnson *et al.* 2007, Bergman 2008a, Mayoh and Onwuegbuzie 2015, Mertens 2015). The latter revolve principally around mixed method design issues such as sampling, mixing data, validity and inference. The coming of age of the mixed methods approach is not about displacing the mono-method or finding a permanent bridge between the quantitative and the qualitative divide. Instead, it offers a legitimate alternative which reconceptualises the traditional divide to the benefit of all via the development of an integrative framework of inference, quality standards and rigour (Bergman 2008a, Bergman 2008b, Tashakkori and Teddlie 2008).

Finally, while the study was not striving for population generalisability, it is based on two case studies in the PSD sub-sector and may be difficult to infer to the wider Irish NPVCS context without further studies. On the positive side, the purposive selection of two organisations, as principal players in the same sector, allows for more meaningful comparisons and generalisations about the specific sub-sector (Baruch and Holtom 2008). However, the opportunity cost of access to two very similar organisations in the same sub-sector, with their own distinctive context, may lie in the possible risk of unobserved heterogeneity bias (Hitt *et al.* 1998). This issue with cross sectional studies was minimised by exploring the same contextual issues in both organisations as they have a similar relationship with the HSE and are subjected to the same regulatory and institutional environment.

5.15 Ethical Considerations

The dynamics of the research process implies certain responsibilities and expectations that have strong ethical origins (European Social Research Council 2005, Waller 2005). There is an ethical obligation to be true to the framework of the research design, in terms of process, data and participants (Israel 2015). In order to meet such ethical standards, both research instruments in the study were approved by the Ethics Committee at the University of Strathclyde. Ethical clearance was also an access

requirement for *Omega*, involving the submission of a pro-forma application to their Ethics Committee, along with supporting information such as the draft provisional interview schedule and questionnaire.

In both case study organisations, ethical obligations to the participants in the qualitative interviews were addressed through the provision of a 'Participant Information Sheet' (See Appendix J), which assured confidentiality, anonymity and the protection of data. The participants in the qualitative interviews were required to complete a consent form (See Appendix K) to take part in the study and to specifically grant permission to an audio recording of the interview (Miller *et al.* 2012). On both the paper and online versions of the questionnaire, participants were provided with pre-survey information, similar to that contained on the Participant Information Sheet and were requested to formally indicate their informed consent to completing the survey by ticking a confirmation box (Chih 2005).

In each phase of the research, ethical assurances were given to all participants, with emphasis on confidentiality, anonymity, data security, data withdrawal, data ownership and conflicts of interest. They were informed that the researcher was working independent of the organisation, had not been employed or paid by the organisation to conduct the research and assured that all data remained the exclusive property of the researcher. This was an important consideration in building rapport, trust and integrity with the participants (Dundon and Ryan 2010, Tyldum 2012). The researcher's pledge to donate financially to the fundraising activities of both organisations for each completed survey was deployed to incentivise participation, to show appreciation and to support the charitable cause of the organisation.

All data gathered during the research was stored in a secure location, with the researcher having sole access to the data. The processing and analysis of data was done in an ethically conscious manner, minimising the 'chrysalis effect' by ensuring data integrity, anonymity and security at all times (O'Boyle *et al.* 2014). In following this ethical trail, the integrity and trustworthiness of this study was reinforced, adhering to best practice in management research (Bell and Bryman 2007).

5.16 Warrant for the Research: Distinctive Contribution

In order to achieve authority and legitimacy, it's important that this study makes a unique, and original contribution to the literature, which is of relevance and use to practitioners and policy makers in the field, adding to the body of scholarly knowledge of the NPVCS and the discipline of HRM and OB (Whetten 1989, Alcock and Scott 2005, Taylor 2010). Much has yet to be learnt about this unique and distinctive sector and this study contributes to this goal on a number of fronts.

The development of a unique conceptual framework which was tailored to specifically answer the central question of how and why NPM inspired changed impacted the Irish NPVCS and its employees, is an important contribution. Operationalising this framework produced valuable empirical evidence on the dynamic nature of NPM inspired change at many levels. What has been written about the NPVCS is primarily framed within a structural-functionalist paradigm, with its focus on governance, managerial practice and operations. While the latter is an essential backdrop to any study of this sector, this thesis also endeavored to place the spotlight on people and change within the sector and offer some insight and understanding into this dynamic. The employee level of analysis is underrepresented in management HRM and NPVCS studies (Wright and Boswell 2002).

The Irish context adds distinction to the study given the low knowledge base of the Irish NPVCS and of its people management and allows for comparison with more evolved NPVCSs like the UK. The study confirmed the continued relevance of NPM and contributed towards refining and extending our understanding of NPM as a concept and how it behaves in the context of the Irish NPVCS and under extreme conditions of austerity (Hood 1991, Gruening 2001).

NPVCS HRM as a niche area is even less explored than the sector itself and this study contributed to filling this gap. While much has been written about change in general, this study's focus on NPM inspired change endeavors to bring greater clarity of understanding to the role HRM, people management processes and practices play in

the change dynamic specially within the Irish NPVCS context. The empirical findings add to the growing use of evidence based management which is underutilised in the NPVCS (Kovner 2014).

The study's inclusion of the VSE via the nascent first steps development of a VSE scale in important while acknowledging that further work needs to be done to make it a fully validated psychometric instrument. However, VSE moderation analysis helped to bring some empirical evidence to this issue and demystify some of the myths and stereotypes around the ethic of the sector. In doing so, it adds to the current body of knowledge, signals future research pathways and informs the creation of an emerging research agenda.

5.17 Conclusion

This pivotal chapter presents the blueprint to the study in setting out the research philosophy, design and methodology. It provides justification for the selection of a mixed methods multi-level approach and the use of two case studies as an exploratory framework for best achieving the research goals and answering the research questions. It operationalises the latter through the crafting of a unique conceptual framework which gives direction to the study. It provides insight into the research process as a reflective journey around choices and challenges and raises consciousness around ethical responsibilities and obligations to the academic and practitioner communities in earning a license as a researcher to create new knowledge which is worthy in terms of trust and contribution. Finally, it creates a line of sight and a transparent audit trail between the research questions and the research findings, with the latter being the focus of the next three chapters.

Chapter 6
Case Study – *Alpha*

Chapter 6: Case Study – *Alpha*

6.1 Introduction

This chapter presents the qualitative findings of the first case study organisation, which has been given the pseudonym *Alpha* and draws on a triangulation of data types; archival, qualitative and quantitative. Part I traces *Alpha's* pathway towards NPM and includes key milestones which have formalised the organisation and intensified its adoption of NPM. Part II explores how this NPM inspired change has impacted people management, work practices and the role played by HRM in that process. Both parts feed into the central proposition of the case study, illustrating how *Alpha*, through its growing relationship with the state, has incrementally and progressively adopted NPM thinking, tools and practices, resulting in a more market facing and commercially aware organisation. The implications of these changes are explored in terms of its VSE and how these changes may shape its future direction.

Part I: The Evolution of *Alpha* and the Context of its NPM Journey

6.2 Genesis of *Alpha* as a Membership Organisation

Alpha is a long established and reputable Irish non-profit organisation. Originally founded by five volunteers in 1960, it has evolved to become a large formal organisation, which in 2015 employed over 2,500 staff and had a budget of €53.2m. *Alpha* is considered one of the leaders in the PSD sub-sector and was assisted in its mission by 87% government funding in 2015. This mission is wide and varied and is dedicated to full integration and inclusion of people with disabilities as active members of the community and of society (Mission Statement, *Alpha*). Diversity is reflected in its range of services in areas such as assisted living (ALS)/home help, respite services, resource, outreach and holiday centres, housing, youth provision, motoring and transport support, sports promotion, a chain of charity shops and most recently, a pioneering new commercial orientated social enterprise which is pseudonymised as *Alpha-SE*.

"...I would say we are probably well up there in terms of non-profits. There are not many non-profits of our size in this sub-sector..." Director of Finance

Alpha's history mirrors wider changes within Irish society. *Alpha's* birth in 1960 was against the backdrop of disability being hidden away. The charity model of voluntary organisations was dominant. Disabled people relied on benevolence to access the outside world from inaccessible homes and institutions. The sub-sector often originated in religious organisations and one of the founders of *Alpha* was a cleric. The 1975 United Nations Declaration on the Rights of Disabled Persons was among the first policy initiatives to provide a voice to the disabled, stating that *"disabled persons are entitled to have their special needs taken into consideration at all stages of economic and social planning".* One of the unique founding characteristics of *Alpha* is that it was set up as an association, currently consisting of some 20,000 members, in Branches throughout the country. This membership and branch structure administratively and culturally grounds the organisation and makes it very democratic, inclusive and responsive to the needs of its service-users, who are also its members.

"...I would not want to get rid of the branches...because those branches have a flexibility around supporting people". CEO

From the outset, *Alpha* became an advocacy organisation, giving a voice to those in need of its support.

"...this organisation...started very much on an advocacy basis...trying to increase awareness, trying to increase the level of services for people with disabilities...." Director of Services

Responding to the needs of its membership, *Alpha* quickly realised that advocacy had to be matched with action and began to offer services to fill gaps in state provision.

"...we were...providing services that nobody else was providing". Director of Fundraising

This expansion into direct service provision grew incrementally at *Alpha,* and in some service areas, accelerated beyond expectations, especially in the ALS/Home Help service, which commenced as a pilot service in 1983 to provide temporary support in the home. It evolved in scope, scale and complexity, from social support to a highly medicalised service. In 2015 it delivered in excess of 1.17 million hours of support to 1,962 disabled individuals in their homes, employing 1,612 WTE staff.

"...As the organisation progressed...we started to take on a very large service arm, where we were directly providing services...on behalf of the state". Director of Services

Thus, began the isomorphic relationship with the state and the HSE, which continues to define and shape *Alpha* today.

6.3 Milestones in the Development of *Alpha*

While space does not facilitate a full history and chronology of *Alpha's* growth and development. Appendix L contains a summary timeline of milestones at *Alpha* which is used to identify key events which have shaped *Alpha* and its culture and galvanised its adoption of NPM like changes. These include:

6.3.1 People First Survey

Alpha were one of the first in the sector to comprehensively survey their service-users and members in 1992, identifying their needs and using the information to shape current and future offerings. This customer centric approach signalled *Alpha's* pioneering and business-like thinking.

"...the real turning point was around that People First *survey....we clearly identified what people wanted from Alpha services at the time". Area Manager*

6.3.2 Becoming a Limited Company and Formalisation

In 2001, *Alpha* was reconstituted as a limited company. This legal structure brought a new level of accountability and responsibility and served as a coercive isomorphic force to doing things differently.

"......the organisation became a company limited by guarantee...It brought a huge increase in the financial governance requirements of the organisation. The formal legal requirements to produce accounts...meant you had to have different systems in place". Director of Services

This new governance environment brought greater assurance and risk awareness to *Alpha*, in how it operated and it was leveraged by management to gain compliance among staff.

"..... we became a limited company which was a great way of saying you have to do this and you have to do that.... Company Secretary

Greater formalisation became a by-product of this new climate with increased use of standardised operating manuals and procedures.

"...more formal systems around finance...service delivery...more operational manuals, procedures and policies and hence standards in the way things are delivered". Recreational and Outreach Centre (ROC) Coordinator

6.3.3 Governance Controversy

Alpha entered a period of exceptional growth from 1990 onwards, partially coinciding with the 'Celtic Tiger' phase of the Irish economy, expanding existing lines of operation and diversifying into other areas.

"...we were getting involved in a lot...as an organisation we almost lost the run of ourselves". Director of Fundraising

This period culminated in a publicly reported governance controversy, resulting in the appointment of a new CEO and a new Director of Finance. This crisis had a normative and coercive isomorphic effect on the culture of *Alpha* and it became hyper-vigilant in having robust and transparent governance systems.

"...from that point on we became much more careful around everything...That was the biggest driver of change...we needed to be transparent...so our governance...couldn't be called into question". Director of Fundraising

The newly appointed Director of Finance was a chartered accountant with private sector experience while the new CEO was a career public servant, both of whom were new to the NPCVS.

"......the organisation was in quite a bit of trouble...they were looking for someone with a background...in good governance...There was no proper processes or procedures in place...there was extraordinary poor practices generally in every area and it was about building that capacity again". CEO

This crisis made the organisation and the workforce more receptive to change and crystallised the need to protect the organisation and its reputation.

6.3.4 Creation of a New Senior Management Team (SMT)

Change in leadership also brought change to the top executive decision-making body, an unwieldy Staff Consultative Committee, which frequently got bogged down in operational decisions and was considered a "*talking shop*". The creation of a smaller cohesive strategy orientated SMT of eight, which were selected by open internal and external competition, facilitated an influx of new talent from outside the NPVCS and created a gear shift in decision making that was more responsive and commercially attuned.

"...we disbanded that particular forum...It was quite a controversial decision but it was absolutely necessary because...people had gotten into positions...because they had been around for so long rather than necessarily having any kind of professional basis for being in those positions". HR Director

This tighter executive body consolidated power and control at *Alpha* and created disciplined gate keepers, who became instrumental agents in the change management process.

"...A lot of the change comes from a small group within the management team. The CEO, the HR Director and myself as Director of Finance". Director of Finance

6.3.5 Creation of New Organisational Structure

Organisational development recommendations which stemmed from an external management consultant's report after the governance controversy not only influenced the shape of the new SMT but also triggered a fundamental reconfiguration of the organisation along geographical lines, which mirrored the regional divisions of the HSE.

"...we brought in consultants to help with the restructuring of the organisation". HR Director
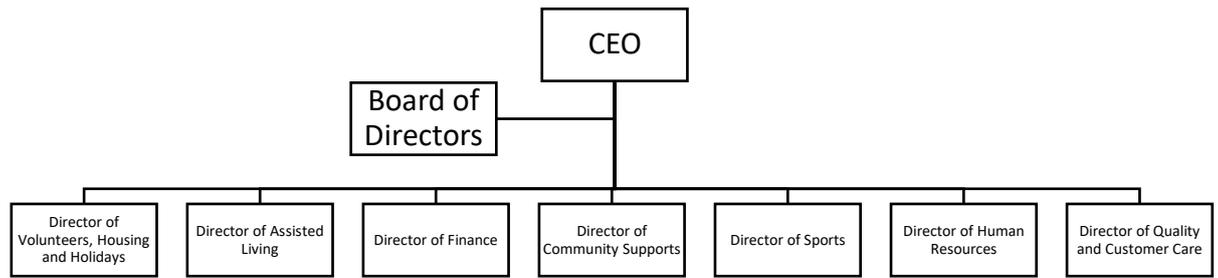
Figure 6.1 Organisational Chart of *Alpha*

This new more formal structure, illustrated in Figure 6.1, brought greater control and accountability to *Alpha* and improved decision making and communication. It triggered a further restructuring of the organisation in 2013, away from geography and along functional and service lines, which was more compatible with change management.

"...we...changed the organisation to a functional organisation...I now just need to have one conversation with one Director if implementing an organisational change or implementing a new HR system or policy or procedure". HR Director

This new functional structure lay down an institutional framework through which other organisational change initiatives could be better achieved, such as standardisation and quality systems. It was seen as a critical first step in making *Alpha* more commercially aware and ready to compete in an emerging market of tendering with private sector providers.

"...it's going to be easier to implement a standardised approach to service delivery, it's going to be easier to implement the quality standard, it's going to provide more financial transparency, it's going to ensure to our biggest funder, the HSE, that we are not cross-subsidising". HR Director

6.3.6 A Focus on Quality and Adoption of a Recognised Quality Standard

Alpha, given its longevity in the sector, has tried to build a reputation and brand based on the quality and reliability of its services and leverages this as a differentiating factor in a more competitive market place, especially against for-profit private sector providers.

"...the brand Alpha...is something that is safe and has the reputation of being totally honest and full of integrity and delivers the service to a professional level". Director of Services

Alpha have become more aware of the need to market its services.

"...we are under more pressure to communicate, market almost...our services to the HSE". Director of Finance

The quality premium naturally adds to the cost of the service, but *Alpha* is not prepared to compromise on quality as part of a race to the bottom on price. In preparation for greater competition from the private sector and the new tendering process being adopted by the HSE, *Alpha* have placed a strong emphasis on quality.

"...we've got to be very careful...not look at cost as being the only factor. The differential you get from the professionalism and safety...is something that has to stand us in good stead in the future....this is where the HIQA inspectorate standards will benefit this organisation, because you will be able to show...the quality elements of the service". Director of Services

"...We have chosen the EQUIS quality standard, it's a European quality standard for the delivery of social services". HR Director

Having initially adopted EQUIS, *Alpha* have now changed to the more recognisable *Q Mark*, winning a quality award for its Home Help service from EIQA (Excellence Ireland Quality Association). This is part of a continuous improvement process and helps *Alpha* in the new tendering process with the HSE and in the creation of the new social enterprise *Alpha-SE*.

"...Right now we are at Level 2 and we are extremely proud to be recognised by EIQA...It's all about continuous improvement and reaching even higher standards....Q Mark has allowed us to be measured against the best industry standards around". Director of Quality and Standards

6.4 Shifting Relationship with the State, NPM and the Dawn of Austerity

6.4.1 Funding Governance and A Legal Service Level Agreement (SLA)

Like so many NPVCS organisations, *Alpha* fills a gap in service provision which would otherwise have to be met by the state. Consequently, the State is prepared to

make a "contribution" to the delivery of such services under Section 39 of the Health Act 1953-2004. *Alpha*, as a "Section 39 organisation", receives the bulk of its funding from the HSE. While the Section 39 funding regime does not fully match the cost of service delivery, it does give *Alpha* the flexibility to use the funding in more creative ways compared to 'Section 38' voluntary organisations, who are regarded as pure public sector organisations.

"...Section 39 funding gives us the independence to be able to use...funding for things like advocacy, whereas Section 38 is funding for particular things". Area Manager

Alpha's financial dependence on the HSE accelerated during the Celtic Tiger years to the point where the relationship grew inextricably closer and interdependent, a strength which became a vulnerability when austerity struck.

"...That relationship with the HSE as our principal customer became closer...there was more funding available in the Celtic Tiger years, it...helped us to build up our services responding to what people and our members wanted". Area Manager

The funding relationship with the HSE was initially based on a simple annual letter of allocation of resources.

".....There were agreements in place prior to that but they would essentially have been...an annual letter of allocation of resources and an understanding that things would continue as before". HSE - Director of Disability Services–National Disabilities Unit

With the arrival of austerity and funding cuts, a new formality entered the relationship in the form of the SLA. SLAs guaranteed a certain amount of funding for the year but also placed new demands on how *Alpha* operated, placing it at the mercy of the HSE.

"...It really gives all the power to the HSE and very little power to the service provider...It states what the HSE can do and does not state what the service-user can do". Director of Services

This new funding relationship with the HSE and the HSE's drive for greater accountability, transparency and efficiencies was perceived by *Alpha* as diminishing their discretion and autonomy on how they used funding. The national backdrop of the state funding crisis intensified austerity pressures and uncertainty within the HSE. This

translated into greater operational interference by the HSE in the SLA delivery process to the point of micromanagement.

"...it (the HSE) began micromanaging the whole thing". Director of Fundraising

"...some HSEs regions are happy to see us as an equal...while other HSE's just see us as another service provider and spend time administrating us rather than working with us". Director of Services

The more rigid and detailed SLA process placed a greater administrative burden on *Alpha,* in terms of quantifying and evaluating the service delivery in detail and providing necessary statistics.

"...the actual administrative load from having to put things down on paper...to satisfy the terms of the service level arrangement...everyone understood that there was a public accountability issue...and that we needed to move in that direction...." HSE - Director of Disability Services–National Disabilities Unit

6.4.2 Competition and Tendering

Competitive tendering was a recommendation of the *"Value for Money Report*" on Disability Services commissioned by the Department of Health in 2012. In late 2014, the first phase of the new tendering process for elderly services began. Despite *Alpha's* many progressive developments, it proved a learning curve, as it struggled to leverage its long history and reputation for quality in an environment that now revolved keenly around price.

"...we are talking about competing with competitors, private sector organisations who have European wide experience in this area...they just know what to put into those things(contracts), they know the lingo and so that is a new departure for us". Area Manager

Alpha's NPM like changes positioned it well to win a significant number of tenders.

"...Alpha was quite successful in the tender process...which meant that we were on the list of approved companies who would be offered work". HR Director

However, the process became mired in a High Court challenge by *Home and Community Care Ireland Ltd*, an umbrella body which represents forty-two for-profit private sector companies. It argued that *Alpha* and other Section 39 organisations were already in receipt of state funding and had an unfair advantage, distorting the tendering

process under EU competition law. Following the court case, the procurement process was relaunched based on revised criteria around tender transparency, which made it more open and fairer to all tenders, irrespective of sector. *Alpha* remains confident of winning a significant number of these tenders and of channeling this work directly into its new social enterprise *Alpha-SE*.

"...Alpha has retendered for the work and we would anticipate based on our pricing model that we would be equally successful in this tender process as we have been in the last one. Our strategy would be that all new tenders won work would go into Alpha-SE". HR Director

6.4.3 Commercialisation and Marketisation

The exponential growth in *Alpha* from being a €1m to €53m organisation has resulted in a bigger and more complex organisation, which by default and by necessity, required a more formalised, professional and business-like approach to how it operates.

"...the delivery of services is more sophisticated, more structured and more standardised across the organisation". Director of Services

"...everything is much more regulated...you have...health and safety regulations...charity legislation...garda (police) vetting". Director of Fundraising

This triggered creeping managerialism at *Alpha,* which manifested as a more disciplined and business-like approach, focusing strictly on what it is paid for, covering its costs and putting in strong control systems to ensure compliance and commercial viability.

"...we have to break even and we have to be quite disciplined about...not doing stuff we are not paid for, having service arrangements signed off, making sure we are covering our costs, that we are not providing services that are at a loss to ourselves". Director of Finance

Prior to austerity*, Alpha* was conditioned to carrying a deficit. Funding cuts shattered this complacency and sense of safety. A more forensic management of *Alpha's* finances and service lines sought to identify where it was haemorrhaging money and getting staff to understand the financials to address such leaks.

".....We have to be efficient…we have to survive, we have to break even and behave like a business in terms of efficiency…we have a deficit for the last few years and we have to get back to break even". Director of Finance

An incremental series of initiatives over a period of time have brought *Alpha* closer to profitability, despite the radical cuts to state funding. This was achieved in part by cutting the biggest overhead in such a labour intensive sector, wage costs. However, a more business-like approach is also very evident in new financial management practices, which are driven in a normative isomorphic fashion by the new Director of Finance, who comes from a strong corporate background. Reduced funding and a tighter SLA process have brought cost accounting and containment to the heart of how *Alpha* now does business.

"…the main changes…to do less bean counting and less spreadsheets and more supporting the business…a lot of automation has gone in…pursuing automation of routine and time-consuming administrative processes…because people are expensive". Director of Finance

Private sector competition and pricing increasingly made the metric "rate per hour" of service the critical criteria upon which *Alpha's* business's model depended. The HSE's loyalty as a customer was no longer guaranteed as it sought the best rate. This strong commercial focus on price alerted *Alpha* to the necessity to find more independence in growing new customers and revenue streams outside of the HSE.

"….there is room…to become more sustainable by looking outside of the HSE for services such as ALS. You have a huge amount of private providers who are now coming along…setting up a profit-making business…and are delivering care, particularly into elderly people's homes, not necessarily people with disabilities…that is a threat on the one hand, on the other hand it is an opportunity because there is room there to actually look". Director of Fundraising

This led to the establishment of the commercially orientated social enterprise *Alpha-SE,* which competes on a more level playing field with the private sector providers.

"…when we set up Alpha-SE, we effectively transferred that work (non HSE) into that management unit and now still falls under the National Director of ALS…who also manages the very large HSE funded ALS business, which is about €27 million per

annum and a million hours a year with 1,500 staff…we see that business growing...there is a move away from residential settings and congregational settings into care in the community”. HR Director

This new venture into the private sector market led to the realisation that *Alpha* did not have all the necessary commercial skills to run *Alpha-SE*. To address this, a Commercial Director position was created and a sales infrastructure was put in place. As a result, *Alpha-SE* has liberated the organisation to think more commercially in terms of new revenue streams as it looks at the possibility of new corporate contracts outside of the voluntary sector and outside the normative climate of the HSE relationship.

6.5 Tensions and Contradictions of NPM and Austerity

The growing scale of *Alpha* has fuelled the spread of formalisation and standardisation throughout the organisation, which has impacted its "feel" and organisational culture. Captured descriptions of the culture overwhelmingly reflect on how it has changed and become more formal and business-like, with some lamenting the change and others seeing it as necessary and overdue.

"...it (the culture) has hugely changed…there are much clearer boundaries…those clear boundaries were needed because there was as a lot of practices that were inappropriate... I suppose community is how I would describe the old culture…but now I suppose it has grown into a city”. Area Manager

While the historical roots of *Alpha* as an advocacy organisation remain strong in parts of the organisation, in other aspects they have been incrementally overshadowed with the growth of its service arm, managerialism and marketisation.

"...Alpha is a business…if not run like a business, it's not going to stay in operation. It's getting that mix and that right balance between the empathy with the client and service-user and having to have good governance, good business systems, good processes to make sure you get best value for money”. Director of Services

The close alignment of *Alpha* with the public sector due to its reliance on HSE state funding and its mirroring of terms and conditions of employment have also created a strong public sector feel at *Alpha,* which contributes to undermining its own distinctive culture and clouding its identity.

"...in many ways I feel our culture resembles them (HSE)...we are all on the same pay grades as the HSE...So I think sometimes that in many ways, people working here almost consider themselves to be in inverted commas "public sector". ROC Coordinator

Despite cultural change within *Alpha,* some feel it still retains that charity sector ethos and way of thinking.

"...We are still thinking as a charity rather than a business...our Financial Controller would tell us that's our downfall. And she is not wrong but that would be the culture of the organisation. We are not fully thinking as a business yet". Director of Services
Striking a balance between a VSE and a market ethos is one that *Alpha* continues to wrestle with in its migration towards being more business-like and the need for greater economies and market facing practices.

"...there is never a total reconciliation between the business approach and the charity approach...is very hard to put a complete business model on a charity.... the group of seven that formed Alpha in 1960...would they say you have lost sight of the real reason we are here". Fundraising and Retail Manager

The unique membership structure of *Alpha* helps to maintain its founding culture and ethos and reinforces the fact that, despite its huge reliance on Government funding, it reports to the membership and the Board they elect, rather than to the HSE.

"...it (the membership structure) has a big impact on our ethos I believe...We do not report to the HSE, we report to our members". Director of Finance
However, austerity and cuts have taken their toll on the ethos which may eventually lead to a breaking point.

"....The organisation is very much dependent on good will...but I feel if there is any more chipping away and maybe if there is more cut backs they need to come from somewhere else...". Service Coordinator
Part One of the case study set out the context and background of *Alpha* on its journey from being a small non-profit to a large formalised and highly structured organisation, which has become an inextricable part of the state provision of disability services. This growing alignment and reliance on the HSE have served as the conduit for NPM

inspired change to enter the *Alpha* bloodstream and to impact it operationally, strategically, structurally and culturally. Increasing exigencies and pressures around NPM inspired change and austerity continue to challenge the original culture and ethos at *Alpha* as it becomes more closely aligned with the HSE. *Alpha's* full-blown embrace of NPM like changes will ultimately determine the strength and resilience of its founding VSE and its ability to continue to operate as a charity with a Big C. This impact of NPM inspired change is most visibly felt in the management of its people and how they work, a central area to which we now turn.

Part II: Impact of NPM on People Management and Work at *Alpha*

6.6 People and HRM

Alpha as a social care service delivery organisation, is labour intensive and dependent on goodwill and buy-in from staff at all levels. The governance irregularities of the past exposed very poor HR practices, undermining the trust of the workforce.

"...every sin you could possibly commit in the HR sphere had been committed...there were just extraordinary practices in the HR area". CEO

It was against this backdrop that the process of establishing a professional HR presence and the creation of a new senior post of Director of HR began at *Alpha*, forming part of a strategy of building credibility and legitimacy and regaining trust from managers and staff.

"...they recruited a professional HR person and he basically had to start from scratch....I felt it was important to involve and present HR as a support and as a resource…and to get buy in…(we are) only now, five and a half years into it, actually seeing the benefit of having really good HR policies and practices in place". CEO

6.6.1 The HR Function and HR Model

HR has evolved at *Alpha* from being a purely administrative function to a strategic business partner, exhibiting all the hallmarks of a modern and professional HR Department.

"...when I arrived here in Dec 2004 there were two people carrying out, effectively, a kind of sick leave recording function…it was more about administration of the

Personnel processes to a situation that HR is now comprised of the HR Function, the Health and Safety Function and the Training function". HR Director

Under the leadership of the HR Director, the department grew significantly and over a period of time, it repositioned itself into a more strategic role.

"...it's about organisational development, it's about restructuring, and it's about communications, employee engagement, a much wider agenda". HR Director

The repositioned role of HR gave it more credibility, power and influence to enable it to become a change agent which also caused some power and territory tensions.

"...the function has acquired a lot more status and reputation and power...my role is a bit of both driver and facilitator of change...You have to get people to buy in to the change that needs to be implemented...then your role becomes one of facilitation, sitting down with the Area Managers and explaining to them the new direction that you want to go in...I am certain there would be some kind of resentment to that kind of power moving from the Regional Directors to a centralised HR function". HR Director

Irrespective of the reaction to change, the greatest testament to the maturing HR function at *Alpha* is its similarities to HR in any other sector in terms of shape, activities and issues.

"HR policies and procedures shouldn't really be any different in this sector as in other sectors. Why should an employer be more generous to people because they are working in this than in any other sector? The policies and procedures should be reasonable, proportionate and they should have the capability to take into account people's difficulties". HR Director

Despite the strategic changes to the role of HR, it remains relatively small, with only five staff to service a workforce of 2,500. However, this does not undermine the work that they do. In 2014, it published a HR strategy and underwent a significant restructuring, aligning itself with the new functional organisational structure, with the aim of giving a more integrated and responsive service to each business unit at *Alpha.*

"...Alpha's HR strategy at its most basic can be defined as ensuring that we have the "right people" in the "right place" at the "right time", to have a stable, motivated, engaged, highly skilled and performing workforce and to facilitate the delivery of

quality services by supporting staff and managers with all aspects of the employee life cycle". Extract from internal policy document on HR Strategy provided by the HR Director

The formalised strategy has been broadly welcomed across the organisation as many feel it provides them with a clear understanding of what is expected of them as employees.

"....the advantage of the policies and procedures is that there is clarity, there is structure…If there is an issue I can go to the individual and say this is our disciplinary policy…these are the standards…this is what is expected of you". Area Manager

However, some feel that the bureaucratisation of HR has gone too far in sapping it of its humanity.

"...people would feedback to me that it has become a machine, that the human has gone out of the resource…because it has become so procedure driven". Area Manager

The HR function at *Alpha* continues to evolve. Pure HR models are not yet embedded and it seems to take a contingency approach which straddles many of the models from old style personnel management to HRM to business partnership. Maturation has seen incremental adoption of a full suite of HR policies and practices. Decentralisation of people practices and empowerment of line managers has become a central tenet of the new approach but some feel it may not be fully there yet in terms of managerial skills and competencies.

"....I am confused…as to what model of HR the organisation is employing…They do a certain amount and empower the rest of us to do the rest…we…are unsure of who the decision maker on issues is and when to take something to or from HR". Area Manager

"...problem with devolution, it's a bit like a spider's web, the more it goes out, the weaker it becomes and you risk lack of uniformity and differences in practice...need the strong procedural and policy direction at the centre". Director of Services

However, some managers have embraced the new approach to the management of people.

"...I feel that by having different HR policies and procedures, we have become better people managers. As a manager, you have responsibility, you have a role, you have staff answering to you...you have your policies and procedures". Area Manager

"...Yes...I have taken on more of the HR roles in terms of recruitment and selection, hire locally, train locally...I have grown in confidence as a people manager". Service Coordinator

6.6.2 Resourcing

In terms of personnel, the social sector traditionally struggles with resourcing. However, *Alpha's* reputation and professionalism has enabled it to attract some staff from outside the sector, rather than relying solely on internal promotions. In its formative years, this resourcing was devoid of formal processes. While this may have worked in a small organisation, it created difficulties as it became bigger.

"...there weren't the basics of proper procedures around recruitment...people were recruited, they could have been your aunty or your sister...their salary could be whatever you were in the humour to pay them that day, people doing the same work on vastly different pay scales". CEO

Subsequently, *Alpha* developed a professional and systematic approach to its recruitment and selection processes, with job descriptions and personnel specifications for each position. Formal written employment contracts are given to all new hires and in 2014, a three-year historical review of the contractual status of all 1,500 Personal Care Assistants (PA) was conducted, with a view to regularising working hours and employment status, eliminating zero hours and relief contracts. This was one of the provisions of the agreement which secured a yes ballot on the 10% reduction in PA's hourly rate.

With formalisation and professionalisation of the organisation, new hires at the senior level now come with a stronger business and commercial outlook, reinforcing NPM like changes, while also having implications for the culture and values of the organisation.

"...we are now attracting people from a business background. Whether that is a good thing or a bad thing, I prefer not to judge it. But you do lose a bit of the core values...our attraction now is to business people coming in at a certain level...missing

the job of working up through the steps really of helping someone with a disability".
Fundraising and Retail Manager

Migration towards a formal and complex service delivery model, mandating the security and professionalism of a salaried workforce has also seen a reduction in the reliance on volunteers.

"... I think they (volunteers) were pushed out many years ago when we went from being an organisation with a couple of staff providing professional services in the association with volunteers being the biggest part of the organisation...". Director of Fundraising

"...the problem was that the range of services we were delivering couldn't possibly be delivered by a volunteer structure". HR Director

In recent years, a new role for volunteers has been explored, to fill the gap caused by funding cuts, especially around discretionary "social hours" with service-users.

"...there would be a huge amount of room for our volunteers to help out with our whole ALS service...from the social activity point of view". Director of Fundraising

However, the spread of formalisation and bureaucracy has equally spread to the recruitment of volunteers, which has dissuaded many from joining the organisation.

"....when you sit down and explain to volunteers what is necessary to join, you lose about half of them, with garda (police) vetting etc., it's very onerous...you also have the struggle of volunteers versus paid staff and that can be a difficult one to manage, because at the end of the day, the volunteer has exactly the same rights as an employee". ROC Coordinator

6.6.3 Attraction and Reasons for Working at *Alpha*

Closely related to the issue of resourcing is attraction, recruitment and retention. The culture and type of work of the NPVCS is regarded as being distinctive compared to other sectors, which begs questions about why people choose to work in the sector and the implications their choices may have for how they perform their work and deal with work challenges like NPM change. To capture the reasons for choosing to work in *Alpha*, employees were presented with 12 possible reasons on the survey, from which they were asked to select five which were to be ranked from 1 to 5, with 1 being the

most important. Table 6.1 presents the reasons employees chose for working in *Alpha*. In terms of first choice preferences, the instrumental orientation of needing a job and income was ranked as the number one reason by 29.6% of respondents. The second reason in order of preference was the more expressive reason of believing in the cause, goals and value of the organisation, with 25.55% of first preferences. The third most popular reason was the type of work the organisation carries out which was chosen by 11.9% of respondents. All of the other nine reasons register below the 10% mark. When cumulative values for the selected five reasons for working are examined, a more comprehensive overview of employee motivation is proffered. In this instance, the type of work carried out at by *Alpha* emerges as the primary reason for working within the organisation among 67% of respondents. Needing a job and income remained a high motivator with 61.8% of respondents. Among items receiving the lowest number of first preferences were pay, terms and conditions of employment (2.2%), career and promotion opportunities (3.3%) and training (0.9%).

Table 6.1 Reasons for Working at *Alpha*

Reasons	*Alpha* Order of Preference %					
	1	**2**	**3**	**4**	**5**	**Total first 5 preference**
I needed a job and income	25.4	10.6	9.3	7.4	9.1	61.8
Belief in the cause, goals and values of the organisation	25.6	11.8	9.1	6.9	7.2	60.6
The type of work the organisation carries out	11.9	23.4	11.9	12.6	7.2	67
I or a family member are or have been personally affected and/or associated with the cause of the organisation	7.4	4.6	2.2	2.4	3.5	20.1
The hours, flexible working and healthy work life balance	8.2	14.8	13.9	12.4	11.9	61.2
I knew someone who worked with the organisation already	5.2	6.7	3.3	3.7	4.1	23
The location	4.1	8.5	10	15.0	14.3	51.9
The reputation of the organisation as a good place to work	3.9	7.2	15.8	12.8	11.3	51
The career and promotion opportunities	3.3	2.6	4.3	5.4	4.8	20.4
The rate of pay and terms and conditions of employment	2.2	4.6	7.2	8.2	12.4	34.6
I volunteered with the organisation	2.0	1.3	1.5	2.4	1.5	8.7
The training provided	0.9	4.1	11.5	10.8	12.8	40.1

6.6.4 Job Embeddedness

Inextricably linked with employees' attraction to an organisation is the issue of retention and job embeddedness. Survey data collected from *Alpha* employees reveal a strong level of job embeddedness with low intention to quit and to seek alternative employment within or outside the sector. Such connectedness has implications for the PC, commitment levels, OCB and reaction to change as evidenced in the well of goodwill and strong VSE at *Alpha*.

Table 6.2 Intention to Quit, Job Seek and Job Embeddedness at *Alpha*

	Alpha	
Intention to Quit	**Yes**	**No**
Do you intend to leave your current role/job in the next 12 months?	12%	88%
Alternative Job Seeking Intention		
Would you consider looking for alternative employment in the same sector (voluntary/charity) in the next 1-2 years?	39%	61%
Would you consider looking for alternative employment in another sector (private or public sectors) in the next 1-2 years?	44%	56%
Job Embeddedness		
I rarely think of quitting my job	61%	39%
I feel attached to this organisation	71%	29%
It would be easy for me to leave this organisation	31%	69%

6.6.5 Performance Management

Formalisation and standardisation of work practices coupled with quality standards, brought new emphasis on performance management and resulted in the introduction of a formal performance appraisal system in 2010, which embedded NPM values. This was a move away from the 'softer' approach to performance, which had strong links with seniority and length of service.

"...we are in the caring profession, my predecessor who also came from a private sector background used to say that everyone here is "nice" even if someone was underperforming". Director of Finance

"...I would say a lot of people were in roles because they were there a long time and not necessarily because they were competent or suited". ROC Coordinator

As a result of performance management procedures, coordinators and managers have become far more direct in addressing work related issues as they arise.

"...I suppose there is always people who do not like to work within a structure because they like to tag along in their own merry way...they have got a bit of a wakeup call". Area Manager

However, even as a performance culture began to emerge, efforts were still made to retain some element of the traditional paternalistic approach.

"...there is still the arm around you and you are still within the fold...but there is now an expectation that you are getting well paid to do a job and you need to step up to the mark to do that job". Director of Services

The introduction of NPM practices shone a brighter light on how people actually approached and conducted their work. Along with the myriad of other formalised policies and procedures, the HR performance management system (PMS) became instrumental in orchestrating change within the organisation.

"...performance management is actually a good thing. It provides the means to complement people about the good things they have done as well as admonish people about the work that they haven't done…it is seen as a facilitator of change and they…see HR as part of that and as a place you can now go to for advice about how you should tackle a particular problem". Director of HR

6.6.6 Learning, Training and Development

Education and training play a critical role in shifting attitudes away from the old stereotypes of disability, especially among staff. *Alpha* has a long history of investing in its people. The HR function now comprises separate Training and Staff Development and Health and Safety divisions, both of which are headed by a designated Manager. Such investment in its staff has added to its brand and reputation both as a professional service provider and as an employer of choice in the sector, both among employees and volunteers.

"...one of the areas that Alpha is very good at is training their staff, very good on the practical hands on training". ROC Coordinator

"...staff take the training on board and implement the training and I think that it brings a professionalism to the staff which is shown in how they do things and contributes to quality…that's the feedback we are getting from some service-users". Area Manager

The formal adoption of the Person-Centred Model of social care which includes Personal Outcome Measures (POM), demands targeted training interventions for the *Alpha* workforce.

"...service-users would have been looked upon as "poor souls" that needed to be cosseted…I think gradually through the introduction of the Person-Centred approach and POMs…the approach has become more about delivering what people want in their lives rather than the poor souls and the "does he take sugar" attitude". HR Director

The provision of training has also played a critical role in such strategic decisions as decentralising out more transactional HR work and enabling mangers to handle routine issues locally.

"...What we are trying to do, we are trying to get to a point that Managers have received some training, some experience with advice from HR so they will conduct…processes themselves". HR Director

Alpha's leverages its investment in its social and human capital in creating a competent and qualified workforce which consistently delivers what they view as a value-added quality service. This service has become more complex over time, especially for PAs, with the addition of medication management and more medical procedures. HR's strategy to train all existing PA staff to FETAC Level 5 in Social Care helped convert a basic entry level role into a more professional career path which has contributed to performance and retention.

"...from a professional basis we…have the infrastructure of FETAC Level 5 training…We are going into the procurement process and not losing". Director of Services

"...Our service is very much valued as bringing more to the table than just doing the task, its case management, medication management, the whole thing". Area Manager

Alpha's heavy investment in training and its people placed new pressures on supervisors and coordinators to mentor and support staff, creating a need for management development training, especially given that many Managers came up through the ranks at *Alpha*.

"...we have Managers coming from community care backgrounds or social work backgrounds…having no experience in the management of staff. That has been a challenge for us and we have done a lot of training with people to make them managers of staff". Director of Services

There have also been some difficulties in encouraging staff to attain formal qualifications in areas that they may have worked in for years.

"....We are trying to support people who have been with us a long time to achieve and maintain standards and some can't or won't and it's a constant struggle. We do not

have massive numbers of core staff to guide and mentor and support such staff". Area Manager

Such qualifications and its overall investment in training and development are viewed as being critical in *Alpha's* pursuit of quality standards and the perception of external agencies, particularly the HSE, when tendering for new contracts. It views these perceptions as a central part of their reputational capital in keeping them at the forefront of service provision in the field of disabilities and bestows legitimacy and credibility to their operations.

Despite an awareness of how training benefits the organisation, it is also recognised that training is an overhead expense which contributes to *Alpha's* hourly rate, when compared to the private sector providers.

"...we are paying our people €15 per hour...we are charging the HSE more than €15 per hour to cover training and all of the other things...it means our rate per hour looks very inflated". HR Director

"...we would have built in overheads like...training, support for further education, we would have a whole lot of other things in there...when the HSE Disability Manager is looking...If I divide the budget by Alpha's rate I am going to get x number of hours, if I divide it by the private sector organisation's rate, I am going to get X plus hours. That is a great difficulty for us". HR Director

As a result of funding cuts and the search for savings and economies, training and development has been directly targeted, with a reduction in paid training days for new hires from four to two, a lengthening of the training cycle and a reduction in training on policies and procedures.

"....Now when they are starting they have to do two days training in their own time and we pay them for two days. That is the only concession we have made on our quality". Company Secretary

"...there have been changes within training...with the recession...people had to refresh their training every two years but that has had to be reviewed because of the cost". Area Manager

While *Alpha* may argue that the reduction in training and development has been minimal, the full impact of this will not be known for a number of years, when the outcomes of reduced investment begin to work their way through the system.

6.7 NPM Impact on the Nature and Quality of Work

There can be little doubt that greater formalisation, standardisation and managerialism as by-products of NPM, have impacted the context and content of work at *Alpha*. To satisfy HIQA guidelines and quality accreditation, the degree of discretion that can be exercised in how work is performed has been significantly circumscribed.

"...things became a lot more formal. It changed that person centred approach and we actually train people now as to be able to sit down on a one to one basis with the person with the disability...in times past that would have happened without any of that". Director of Fundraising and ex Director of Services

Some staff have viewed the changes as a positive step forward, in terms of greater clarity around job roles and job expectations within the organisation, giving assurance to staff that they are performing their jobs correctly.

"...It (formalisation of systems) ...gives a continuity to staff. People know what they should be doing, when they should be doing it and why they are doing it. It has become much more professional... it has changed the financial systems massively". ROC Coordinator

It has also resulted in a growing use of technology.

"...technology has been a huge area which has developed within the organisation...PA staff members...able to record their attendance at each of their service-users electronically, sign it off electronically...will feed into payroll system on a daily basis...removes a whole trench of admin work which Coordinators have to do a lot and which is not a good use of their time". Area Manager

This has allowed for greater efficiencies within the organisation, saving staff hours in terms of administration while also increasing accountability among employees.

Not all of the incumbent changes due to NPM have been universally welcomed. Some within the organisation expressed concern that it has resulted in the hollowing out of the caring side of the work they do.

"....I feel it can take some of the personal element away from the service...it has kind of made the service more impersonal". ALS Coordinator

With the new IT system, every hour of work is accounted for and there is little time for providing additional service or going the extra mile for the service-users. Some argue that this is undermining the ethos of the organisation, diminishing its capacity to care for those within its remit and see it as 'care cramming'.

"...But we are in a caring profession, you can't be someone who does not have time for people". Director of Finance

"At times, it (policies and procedures) is taking them away from the core work of what they are meant to do, because they are investing so much time in trying to dot the i's and cross the ts". Area Manager

It has also resulted in work intensification, where systems and processes and the need to do more with less brings intrinsic pressures to the job and squeezes out the extra role behaviours that add to the quality of the front-line service delivery. Austerity and the imposition of funding cuts have resulted in reductions in the workforce, with those remaining expected to provide the same level of service as before. Administration and the completion of paperwork to meet reporting expectations is greatly limiting the time that staff at certain levels are able to commit to front line service-users.

"...my workload is much heavier than it used to be, the organisation is more professional than it was...the amount of paperwork we have for service-users...has increased hugely...staff are under pressure to comply...with all the new policies and procedures because there is more work involved in them". ALS Services Coordinator

"...constantly, staff complain how busy the job has become, particularly the coordinators on the front line...they are supposed to spend x amount of time supporting and working directly with service-users and staff, but the amount of administration that has come into the role has challenged them to be able to do that". Director of Services

"....our staffing levels...are not adequate to meet the required standards. I would feel that is where the difficulty is and that puts more pressure on me and my counterparts to meet the standard". ROC and CE Services Coordinator

In sum, NPM like change is a double edge sword. It formalised and standardised work practices and reduced individual discretion and autonomy within job roles, often to the detriment of the caring element of the work. This has in turn has made the work more amenable to measurement, monitoring and quality assurance but it has also brought new pressures and intensity to employees performing the job, all in the name of efficiency and economy.

6.8 Employee Relations

Alpha, like many organisations in the social sector, has a low level of workforce unionisation, with only 20% of the workforce being members of a trade union, which leaves employees in a weak position to counter challenges to their terms and conditions of employment. Low unionisation means a low voice and has led to the absence of a formal collective bargaining process, which has proved problematic and makes the adoption of a standard national approach to employee relations issues more difficult.

"..the difficulty in not having a collective agreement is I must deal with each issue individually as it arises on a case by case basis which means I end up like a fire brigade running around the country putting out fires". HR Director

Alpha's evolution and early close links and interdependence with the HSE meant *Alpha*'s pay rates and terms and conditions of employment were traditionally aligned with the HSE public sector rates, which ironically, the HSE originally insisted on to ensure continuity and standards. The establishment of this link was perceived as beneficial to employees during the 'Celtic Tiger' years when *Alpha* employees benefited from generous public-sector partnership 'benchmarking' agreements. However, when austerity hit, it had to take cuts imposed by the three public sector stability agreements under the rationality of "shadow employer".

"...Among a group of 2,500 people, an individual is lost and will not be able to negotiate a pay rate just for themselves…we have always recognised SIPTU Trade Union for the staff and IMPACT Trade Union for the Managers but did not really formally bargain but adopted HSE pay rates". HR Director

".....our salaries are based on HSE salary scales…we implemented the public sector pay reductions (The Croke Park Agreement) that were implemented in the

HSE…effectively, ourselves and the other main players in the PSD sector…realised that there was no choice but to do this". HR Director

Attempts to break the link with the HSE is seen by management as an important step in *Alpha* gaining more financial independence and autonomy over its workforce costs. Further pressure to break the link came with the entry of greater competition into the home help market, which forced *Alpha* to re-examine their hourly rate of pay for PAs. The proposal and threat to create a totally separate for-profit subsidiary on different rates of pay and terms and conditions of employment was avoided when *Alpha* successfully negotiated a 10% cut in the hourly PA rate. This resulted in the same rate of pay for PAs, whether they worked on HSE funded ALS or in the new social enterprise *Alpha-SE,* which targeted services for the general public.

"...one of the things we have done is that we have agreed a 10% pay reduction with the PA, at the end of 2014, the unionised PAs had a ballot on that matter and it was passed by 85%. That means that our pay rates now are much closer to market rates".
HR Director

This reduction enabled successful tendering by *Alpha* and demonstrates a strong business acumen and market adaptability in devising a new business model that co-spans the established disability services, which is governed by an SLA and the newly won elderly services tenders that feed into *Alpha-SE.* This has minimised the need for redundancies, as existing trained staff are seamlessly deployed across both services on the same terms and conditions of employment. This gives *Alpha-SE* a competitive advantage which private providers find difficult to match.

"… fortunately, there was no shedding of staff or redundancies as a result of the tendering (on elderly services)…Our intention was that we would use that pool of people to give them additional hours and we have a pool of trained of people that we can call upon immediately…we moved away from the position of different terms and conditions and staff were naturally happy with that as it would have been a major point of conflict". HR Director

In recent years, austerity and cuts in funding has impacted pay and terms and conditions of employment, creating somewhat of an upsurge in union membership.

The abolition of weekend allowances and the reduction in the travel expense rate proved to be a major catalyst for increasing union membership among PAs.

"...Suddenly SIPTU gained a lot of members in a matter of a couple weeks...Prior to that, PAs would not have been members...Now I would say there is quite a lot in SIPTU...I suppose they felt what's next". Service Coordinator

With the most recent upturn in the economy, *Alpha* is also subject to the latest public sector pay agreement, the Lansdowne Road Agreement, which allows for some movement towards pay restoration on previous pay cuts but at a slower rate than expected.

"...we...signed up to the third Public Sector Pay Agreement, the Lansdowne Road Agreement (LRA...we have paid the first tranche of the LRA...which was the 1% increase for low paid workers on the 1st January 2016". HR Director

As a result, industrial relations within *Alpha* currently appear to be on a relatively even keel.

The close links with the HSE and the dependence on contracts and the tendering process continue to underpin the stability and terms and conditions of employment. As Ireland slowly enters recovery from the recession, with an improvement in public finances and a continuation of the SLA funding model, it appears that employees in *Alpha* are entering a more certain future. However, as Brexit looms, a shadow is once again being cast across the Irish economy, the full impact of which will only be known in the fullness of time.

6.9 Impact of NPM Inspired Change on Employment Goodwill and Commitment

*Alpha'*s voluntary roots has given it a strong foundation of goodwill, which it continues to draw on from all stakeholders, especially its workforce. However, its growth in scale, scope and formality, coupled with austerity, has incrementally impacted on that well of goodwill as it morphs into a more business-like and market facing organisation.

"...it is very hard to implement a business approach and not lose the goodwill that you have on the front line". Director of Services

Given the personal nature of *Alpha's* work and the close contact and relationships that develop with service-users, commitment is often confined to the geographical area,

rather than to the national organisation as a whole. Individual goodwill is often seen as critical in servicing the needs of the service-users, particularly those in remote areas, where PAs may have to travel a considerable distance to address issues as they arise. Without goodwill and good OCB, the quality of service would be negatively impacted, diminishing the differentials between *Alpha* and their main competitors. However, it seems apparent that goodwill still exists within the organisation, with the suggestion that the austerity crisis has had the inverse effect of actually increasing the level of goodwill, especially among PAs in their work with service-users. The most recent staff engagement survey in 2015, produced a response rate of 24% with the following results: 97% of responders enjoy working for *Alpha*. 90% would recommend it as a good place to work, 89% felt that *Alpha* supports work-life balance, 72% said they are regularly praised for doing good work and 93% agreed that they understood what was expected of them in their role. The strong job embeddedness and intention to stay as discussed above also feeds into this well of commitment and good will.

"......the commitment is stronger than ever, much more commitment now than there was in 2007 at the height of the boom, because people are committed to seeing the organisation through these tough times, maintaining services…more determination and more commitment despite the pay cuts..... ...Director of Finance

While the migration of business like principles and NPM practices to *Alpha* have impacted the organisation, it still remains far from the pure private sector for-profit model.

"…it's quite different from the private sector…it's quite a 9 to 5 culture especially for office-based staff, compared to working with an American multinational.... deadlines do not have the same impact here than they might have but at same time much less politics...people have relationships and history and there are long relationships here.... it's a caring organisation so people are nicer and bit more relaxed". Director of Finance

Furthermore, compared with other organisations, jobs at *Alpha* have been relatively protected despite cuts in funding, with no large-scale compulsory redundancies and only a voluntary early leavers scheme in 2013, all of which helped maintain commitment and engagement levels.

"...we have not really imposed very much pain, from a financial job security point of view on staff, so still an expectation that people will continue to be employed…so there is still a loyalty to the organisation and a feel that we will protect staff and their jobs and service users". Director of Services

Consequently, there is an argument that working in the sector and the caring nature of the work has an ultimate impact on those who are new to the sector and there is some evidence of catching the "charity bug".

" ...... I always remember he (the previous Financial Director) said my whole attitude to people with disabilities changed, where quality of life for people and the needs of people would be primarily in his mind, whereas before, it would be how much it's going to cost". Company Secretary

"....it's hard for people who are, if you like, born and reared and retired from the profit and loss goggles, how you do it, but they eventually come around to thinking that the ethos is the main thing, it's about the quality of life for our service-users". Company Secretary

6.10 Strategic Directions and the Future

The chain of changes at *Alpha* since its foundation in 1960 has progressively moved the organisation away from its voluntary and altruistic roots and it now finds itself confronted with some key decisions about its future direction. A confluence of factors, both external and internal, has compelled *Alpha* to adopt a more strategic approach which ultimately may reposition it on a more sustainable and autonomous path. One of the primary concerns is the conflicting divide between being an advocacy organisation for people with disabilities while also being a service provider on behalf of the state to those same people.

"... I do think going forward…we may have to have a service arm of the organisation and an advocacy volunteer supportive arm of the organisation. We may have to separate out...That would be a challenge for us to make both arms of it work". Director of Services

Another central decision relates to its relationship and dependency on one main customer, the HSE, and the need to break away and secure more financial and operational independence.

"....we would become a very small organisation overnight if the HSE decided to withdraw funding...We are only as big as the HSE". Director of Fundraising

"...we need to break away from the HSE in terms of our own business model...view the HSE as our customer, as our biggest customer, as one of the very few other customers and be mindful of that and try to work with that rather than looking at it the other way around". Area Manager

The establishment of the social enterprise *Alpha-SE* provides some indication on the thinking at *Alpha,* but it has resisted going over the cliff by retaining *Alpha-SE* within the organisation as a separate business unit, rather than a standalone subsidiary that would fall outside the charity umbrella or one that could be sold off to a competitor. Having made the decision to launch *Alpha-SE* along with the appointment of a Commercial Director under a new CEO, *Alpha* has become somewhat liberated to think in more full-blown business terms. It is hoped that this new commercialism will create fresh revenue streams for the organisation, extending into retail and fundraising, while also increasing brand and public awareness of *Alpha*.

From discussions with a variety of stakeholders, it became very apparent that its survival as a commercial enterprise has come very much to the fore in recent years. Volunteerism has diminished with the need for consistency and professionalism. It is now comprised of salaried workers and the economic reality of that is salaried workers merit the going rate regardless of sector. While advocacy is an important part of its mission, there is a realisation that advocacy will not pay the bills. Therefore, the need to promote the commercial elements of the organisation such as *Alpha-SE* and its retail interests has become hugely important.

"...there is now a greater expectation that shops will contribute more to the fundraising pot because before they were never really part of the fundraising division and they now are and are a huge contributor to it". Fundraising and Retail Manager

The unpredictability of HSE funding has reinforced the precarity of their economic environment, with the recent recession and austerity highlighting their vulnerability. The management team appear to have reconciled the fact that it is no longer prudent to rely solely on state funding if they are to survive as an autonomous organisation and now realise they need to chase every commercial opportunity to ensure long term sustainability. *Alpha-SE* has begun to liberate the organisation to think more commercially in terms of new revenue streams and is looking at the possibility of new corporate contracts outside of the voluntary sector and the normative climate of the HSE relationship.

"...We have another idea or strategy. And our idea and strategy is to, for instance, one example would be that a health insurance company at the moment are desperate to get people out of public and private hospitals and we are looking at providing more transitional care at home........" HR Director

"...And then the other side of that was the side of the business that was focused on big non HSE contracts, primarily the Ward of Court side of the business. We have been reasonably successful with court awards in that we have developed relationships with a number of solicitors over the years ...HR Director

6.11 Conclusion

The qualitative portion of the case study paints a picture of *Alpha* as a disabilities charity on a selective journey down the road of NPM inspired change. While still retaining elements of its altruistic roots as an advocacy organisation, it has incrementally grown in scale, scope and sophistication in response to the needs of society and its members, becoming a formal business-like organisation, providing €53m worth of services on behalf of the state under 'Section 39' of the Health Act. Throughout its evolution *Alpha* has been subjected to a variety of institutional pressures stemming from shifting norms around disability in society. The increasing financial dependence and inter-dependence on the state has become both its greatest strength and challenge and this relationship has resulted in coercive, normative and mimetic isomorphism shaping *Alpha* culturally and operationally, to the point where it has become synonymous with the public sector and its new breed of NPM.

Part 1 of the case study built the context at *Alpha* via documented milestones in its evolution and development, instilling certain NPM principles and practices into the organisation. Evidence of the three E's of NPM, economies, efficiencies and effectiveness are manifest in the adoption of such initiatives as becoming a limited company, standardisation and formalisation of policies and practices along with adaptating to a new era of austerity funding cuts and having to do more with less. Adherence to the three M's of NPM, namely management, measurement and marketisation, are also in evidence with the development of a new functional organisational structure, a smaller strategic orientated SMT, the adoption of a quality standard Q Mark and the creation of a new social enterprise, *Alpha-SE*. Many of these initiatives stemmed from its isomorphic relationship with its principal customer and funder, the HSE. The tighter SLA process and new competitive tendering requirements opened up parts of the social care market to private sector for-profit entrants. Collectively, these events have shaped and influenced the personality, culture and ethos of *Alpha*, how it thinks and operates and crucially how it manages its people and their work. A more structured, formal and standardised approach to work has taken hold, spearheaded in part by the HR Director and the HR Department. Consequently, the HR function has grown from a small purely administrative role to a strategic business partner and an influential change agent with a strong voice at the SMT table. The introduction of a progressive suite of HR policies, procedures and systems subsequently facilitated the expansion of the business and supported Managers and staff in implementing NPM reforms. It has also played a critical role during the depths of the recession in managing organisational change, implementing reductions in pay and terms and conditions of employment and contributing to the survival of the organisation during one of the bleakest periods in the history of the organisation and of the state.

Alpha's yielding to the influence of NPM was not a complete submission and its selective adoption created contradictory positions as it wrestled with conflicting values. As market and commercial values became more salient, it inevitably challenged its traditional ethos and values. This created some critical inflection points for the organisation in deciding to pursue particular strategies. The decision to grow

its service arm to become a principal service provider on behalf of the state created an inevitable conflict of interest between the advocacy for services and the provision of services. The resultant need for formalisation and standardisation of policies and practices and the adoption of quality and performance standards further propelled *Alpha* towards being a business-like organisation. It culminated in the milestone decision to create the social enterprise *Alpha-SE,* allowing full blown participation in the newly liberated social care market. These developments appear to be far removed from its original advocacy mission with *Alpha* becoming a major provider of state services. With the constant demand for efficiencies and a race to the bottom in terms of costs during austerity, it is difficult to see how advocacy could be married with commercialisation in an environment where an organisation that doesn't compete may fail to exist. However, despite the inevitable fallout from such conflicting demands, *Alpha* has managed to balance its values with its evolving mission by virtue of its very foundations as a membership led organisation, which has ensured it continues to listen and respond to its member's needs. This reality link remains critical in reminding *Alpha* that it was still a charity, even if it was no longer with a big C.

Chapter 7
Case Study – *Omega*

Chapter 7: Case Study – *Omega*

7.1 Introduction

This chapter portrays the second case study organisation, which has been given the pseudonym *Omega*. It has evolved from a small non-profit, founded by a medic in 1948, to a sub-sector leader in PSD, currently employing 1,257 staff. In this journey of over sixty years, it has evolved into a formal organisation and has adopted many of the hallmarks of NPM in terms of professionalisation, managerialism, commercialism and marketisation. *Omega's* legal foundation today is that of a registered charity and company, limited by guarantee and governed by articles of association. It has progressively strengthened its regulatory and compliance frameworks in line with company law and the new Charities Act of 2009. The case study draws on a triangulation of data types; archival, qualitative and quantitative which includes interviews, an employee survey and analysis of organisational documents and sectoral information in the public domain. It strives to paint a complete picture around how NPM inspired changes have impacted *Omega*, its workforce and their employment relationship.

The chapter is structured into two parts: Part I contextualises *Omega* within the Irish NPVCS and discusses the policy, environmental and isomorphic forces that have shaped the organisation and triggered NPM type change. This segues into *Omega's* relationship with the state and its movement along an established NPM pathway. Part II explores the HR function and systems within *Omega*, identifying the role of HRM in facilitating and driving NPM like reforms. The impact of such NPM reforms are teased out in terms of people, work and the HRM cycle. The chapter concludes with an assessment on the degree to which the qualitative evidence provides greater insight and understanding around the impact of NPM inspired change at *Omega*.

Part 1 - The Evolution of *Omega* and the Context of its NPM Journey

7.2 Genesis of *Omega* from a 'Charity' to a 'Business'

Omega's evolution from a small local service provider funded by individuals, to a large national organisation, is typical of the evolutionary path of many Irish NPVCS organisations who are motivated by the personal needs and interests of families and friends in establishing a charity. In line with the socio-economic rationale for the growth of many non-profits, *Omega* filled a gap in service provision which was not being met by the Irish state in the 1950's. Almost immediately, *Omega* lobbied politicians and Government for funding, which initially came in the form of one off donations and grants but grew in size and formality as *Omega* expanded and as the state and *Omega* become more reliant on each other in meeting societal needs. This evolving relationship was given a legal recognition via Section 65 of the Health Act 1953 and the subsequent Section 39 of the Health Act 2004, which gave rise to *Omega* being colloquially called a "Section 39 Organisation". The legislation directs that: *"The Executive may, subject to any directions given by the Minister under Section 10 and on such terms and conditions as it sees fit to impose, give assistance to any person or body that provides or proposes to provide a service similar or ancillary to a service that the Executive may provide"* (*The Health Act* 2004). Section 39 exactly mirrored the language of its precursor, Section 65 of the Health Act 1953 and gave *Omega* recognition as a non-statutory agency for funding by the HSE. In 2014, there were some 1900 'Section 39 organisations who were funded through this means (McInerney and Finn 2015). As a 'Section 39 Organisation', *Omega* receives 83.7% of its funding from the state (Annual Report *Omega* 2015). The nature and dynamic of this funding relationship critically impact how *Omega* plans and delivers its services.

Despite *Omega's* roots being firmly within the 'voluntary' tradition, it has adapted to changing contexts and organically matured in parallel with the sector itself. *Omega's* emergence as a reputable and prominent national non-profit organisation inevitably turned it into a 'big business', as it increasingly became more formal and professional in meeting the expectations of its stakeholders. *Omega's* scale and scope of operations incrementally expanded in providing services to children and adults with PSD from

forty locations across the Ireland. Its services typically include a suite of clinical services including occupational therapy, physiotherapy and speech and language therapy, together with psychology, social work, and various other family support services. It offers both day care and residential care services as well as some specialist services in the areas of respite care and assistive technology. Its range of services to children and their families cover all aspects of a child's physical, educational, and social development from early infancy through to adolescence.

With regard to adults, it offers a range of services including personal development, independent living, supported employment and social and leisure activities. In 2015, it spent 90% of its income on disability services activities, which allowed it to provide support to 5,904 clients compared to 3,336 service users in 2004 (Annual Reports). It has a commercial wing comprising of a retail branch network spanning fourteen counties, which grew from one charity shop in 1986 to twenty-one currently. It also has an active fundraising department, which combined with retail, accounted for 15% of income in 2015. This income has been historically used to fund capital projects and more recently, to fill the shortfall in state funding.

"...it (retail) was set up as a business and not as a charity…we ran it as a business and that is what made it a success". Head of Retail Operations

With austerity and funding cuts, *Omega* developed an even stronger business outlook as it became more reliant on its commercial wing to bridge the funding shortfall for service delivery, contributing €1.14m in 2015. This business orientation is reflected in its pursuit of a more strategic approach, with the publication of three-year cycle strategic plans and the adoption of strategic tools and language such as Key Performance Indicators, which have become part of the new external regulatory inspection system imposed by HIQA.

7.3 Milestones in the Development of *Omega*

7.3.1 New CEO and Rebranding

The rebranding of *Omega* in 2000 from an organisational name which reflected a specific disability applicable to only 30% of their service users to a more generic one represented a significant milestone in *Omega's* history. This emerged as a common theme throughout the qualitative interviews with managers. It marked a clear shift in organisational identity and movement towards a more professional and business-like organisation as reflected in new organisational structures and leadership.

"... The big change was the change of name in 2000...the whole organisation changed then and there was a whole new change of staff at the top". Head of Retail Operations

Rebranding marked a shift towards being a more generic PSD services provider, with a stronger client-centred and multi-disciplinary approach to services, which were explicitly expanded to cover all areas of PSD, with a greater national reach. This was accompanied by a reconfiguration of the service delivery model into Directorates, with the appointment of eight Directors of Services. It was championed and spearheaded by a newly appointed CEO, who had come from the private sector and replaced a very long serving CEO. The new CEO adopted a strongly corporate approach to *Omega,* who he saw as the "Cinderella of the Irish NPVCS". He sought to fill the funding gap from the State by invigorating the commercial and retail side of the organisation. He explicitly sought to brand *Omega* as one of the most professional and business-like voluntary organisations in Ireland, with the aim of making it more attractive to corporate Ireland as a target for charitable donations, while better positioning it to secure more service contracts from the State. He also introduced a new shorter-range strategic plan, a smaller Board and a new accounting system.

"This is going to be a business, with the same opportunities, difficulties and problems like any other business that I've ever been involved in." Ex-CEO of Omega

These changes were not universally welcomed across the organisation.

"...a kind of upstairs downstairs feeling set in and some people have not got over it, a kind of them and us". Technology Manager

Consequently, the reign of that CEO was short lived and he left the organisation prematurely, with a legacy of debt and workforce division. Although he tried to move *Omega* forward at a private sector like pace which it was not yet fully ready for, he galvanised *Omega* into thinking in a more business-like manner and many employees saw it as a tipping point in the outlook and culture of the organisation, from which there was no going back.

7.3.2 Organisational Structure, Governance Systems and Decision Making

Following rebranding, there was a reform of organisational structures, which was continued by the subsequent and current CEO. The original shape of the organisation was one that was distinctly hierarchical, with a large Board and Executive. Change came in the form of Directorates, which saw the implementation of a flatter structure, reducing layers of management and increasing the supervisory span of control. This lean structure was flagged in the qualitative interviews with Senior Managers and Directors as evidence of the organisations efficiency and their commitment to keeping their administrative overhead costs to a minimum. However, such a structure came under unprecedented pressure with the advent of austerity, funding cuts, redundancies and a moratorium on filling vacancies.

"…It is a very flat structure and that has its challenges…But at the same time, it's important that the Director of Service is on site at different times. I might get to X location once a fortnight. You do get a sense of what's going on and how people are getting on. If we did not have that flat structure, it would be difficult to deliver that service". Director of Service

The voluntary and community basis of *Omega* lay in its network of branches throughout the country, which were originally set up by parents and families of children with disabilities and who personally fundraised and organised local events. It was such local people power that galvanised *Omega* in setting up a more structured service in that area and in seeking formal funding from the State. However, as the organisation grew in size and complexity, so did the need for greater transparency and accountability and so the power and influence of the branches diminished and shifted towards professional managers.

"......For example, X location service was started by a parents' group…they fundraised for different things and eventually gave it over to Omega and as a result there is now a service in X and there was not one there in 1999. So that was parent power and local power. As a voluntary organisation, we should be embracing that and sometimes we lose that. Even parent representation to the board is now quite limited". Director of Service

A more structured and formal approach to consultation, engagement and decision making at *Omega* was evident in the establishment of the National Services Forum in 2006. Its membership comprises of senior managers from all disciplines in the organisation including HR, as well as invited guests in specialist areas. It serves as a national debating and launching platform for new developments and change initiatives, while also ensuring *Omega's* core values are consistently reflected in its work and direction. It meets five times a year and according to the qualitative interviews, it is working well in providing an opportunity to achieve greater airing, integration and consistency on issues across the organisation.

"…At a higher level, more strategic level, its (decision making) more controlled by the SMT. At times, decisions are made at SMT and fed out". Director of Service

Omega's growth in size has run parallel with a growth in sophistication and commitment to quality and standards. Normative isomorphic forces within the sector has seen *Omega* become an early adopter of the EFQM (European Foundation for Quality Management) standard in 2005 and the creation of a quality and training function. The latter are responsible for promoting process-team working and provides training to teams throughout the organisation. This in particular, has also helped to break down the dominance of the clinical model and promote the growth of integrated multi-disciplinary service delivery teams.

"…In terms of the therapists working together and not being as precious of their corner, that has changed and a lot of work has been done in the organisation to break that down". Director of Adult Services and Development and Safety

7.4 Shifting Relationship with the State, NPM and the Dawn of Austerity

Like many organisations within a changing and evolving Irish NPVCS, *Omega* has been subjected to a variety of forces, which cumulatively have shaped and influenced its adoption of NPM like reforms. Chapter 3 comprehensively set out the institutional and policy framework and context within which Irish NPVCS organisations operate. The advent of the GFC and the dawn of public sector austerity directly impacted *Omega* and other Section 39 organisations, which saw a 3-5 % year on year cut in funding, necessitating pay reductions, alterations to terms and conditions of employment as well as redundancies, the freezing of new recruitment and work intensification. It also created a climate of uncertainty regarding annual funding with a continuous threat of further cuts. In the search for greater savings, the recommendations of the *Value for Money Report on Disability Services* dominated, with service delivery models coming under scrutiny in the search for greater quality, productivity and efficiency.

"...The current drivers of change are very much external...there are two things happening. In adult services, 'New Directions', the National Policy Document is moving people from congregated settings into more community personalised settings...Secondly, the children's services side, 'Progressing Disabilities Services'...is the national document for moving all services for children into one area". Director of Services

The unprecedented national crisis and shifting policy environment has catapulted *Omega* into survival mode and forced it to make radical changes as part of a drive towards greater efficiencies and savings. Many of these changes have the hallmarks of NPM and were directly triggered by its coercive isomorphic relationship with the state.

"...what we are actually trying to do is to...survive financially...It's getting harder, the pot is shrinking, creativity drying up. We are still in the black, and...still doing business. If we hang in long enough we might get to a point of not worrying about money all the time and start to focus on service development again". Director of HR and Corporate Affairs

*Omega'*s ability to adapt and survive to this new environment of austerity is testament to how professional and business-like they have become. They already had many systems and processes in place which were reflective of the NPM philosophy and such pre-austerity developments positioned *Omega* to demonstrate a degree of ambidexterity in exploring and exploiting this new harsher reality.

7.4.1 The Funding Model and Financial Dependency

The Section 39 language of the 2004 Health Act hinges on the ambiguous term "similar or ancillary service", which is not defined in either versions of the Act and is open to interpretation, bestowing considerable power and discretion on the state to decide what organisations and services should be funded. Without statutory criteria in place, the old Section 65 and now Section 39 have been inconsistently applied, creating a funding climate which is uncertain and out of step with the much-expanded role of such organisations in Irish civil society. This places *Omega* in a precarious and resource dependent position, where long term planning is difficult and strategic choices around new services are ultimately at the mercy of the HSE.

"If we had a choice, and if you said to me tomorrow I could transfer you from Section 39 to Section 38…I would take it…the uncertainly and the inability to plan for either families or for staff has come to a point of saturation". Director of HR and Corporate Affairs.

Given the dependency on state funding, the Finance Director and the Finance Department are important gatekeepers at *Omega,* with qualified accountants based in all of the major service centres as well as in the central finance department at HQ.

"…it's just so focused on cash. It's now all about balancing the books every year…It's more about the pennies here, like watching all of the costs". Finance Manager

Accordingly, many of the plans and decisions made by *Omega* tend to have a very short to medium term focus.

"We would find it very hard to do a 5-year projection here…Now it's just so focused on the next cuts from the Government and trying to keep the fundraising side up...There is no way we would be looking at 5 years out as it would be difficult to do it". Finance Manager

The isomorphic funding position has resulted in *Omega* being unable to resist NPM like reforms emanating from the HSE. This dependency relationship moved to a new level of intensity in 2007, when *Omega's* budget suffered the first of many cuts, peaking at 15.5% by 2009. *Omega,* in an effort to meet shortfalls and to gain greater independence as an innovative service provider, tried to cultivate its fundraising and commercial activities. However, these were also severely impacted by the recession.

"…The HSE has driven a lot of it (change), because of where our funding comes from. For example, in the past, up to the late 80s, Omega, would have decided where they were going to run services and that was probably driven by local community groups…You would only do that now if the HSE said…there is a need and you are the organisation to provide it and this is the money we are going to give you. ….. Director of Services

7.4.2 Funding Governance and A Legal Service Level Agreement

The central pillar of the funding model is the SLA, which is the formal contract between the HSE and *Omega,* and it sets out the nature, type and quality of service to be provided. While this process has been around since the early 1990's, it was used in a very loose manner and in many cases, was a paper exercise given the longstanding relationship *Omega* had built with the HSE. In 2009, demands for greater accountability, value for money and the grip of austerity, formalised the SLA process to make it a much tighter instrument of financial and service control. The document became more comprehensive in capturing the full complexity of contracted services, with emphasis on corporate and clinical governance requirements, quality standards, people processes, evidence-based outcomes and statistical reporting. The SLA process imposed greater NPM like discipline and accountability at *Omega* by creating new expectations around evidential outcomes.

"...it's made everything more transparent, we get less flexibility, and we get less room to use unspent money…all of that freedom is gone. It has brought benefits, it's a transparent process...it's very much a living document and now renewed annually". *Director of HR and Corporate Affairs*

"...it is driving us to be much more openly accountable...it changed our recording, changed the way we keep our statistics. Some people would see it as burden, additional administration burden...I see it as a core function that we have to do". Director of Services

It is apparent that the SLA process is not being used consistently across the organisation, with evidence of 'loose coupling' with some regional variations, depending on the HSE office involved.

"...I would say in Dublin that SLAs had very little influence initially...Some other areas are better. The North East is a lot better and probably the way the East will go". Director of Service

7.4.3 Formalisation and Standardisation

As *Omega* increased in size and expanded the scope and regional spread of its services in direct response to servicing user needs and allocated state funding, it became more formal and standardised in its approach. This was an organic development as a consequence of business and institutional pressures in seeking greater legitimacy and credibility with the HSE and other stakeholders in the corporate world, where fundraising was increasingly being targeted. *"...I knew it would be very different from the big blue-chip company I had come from. I suppose what I had not counted on, is that Omega, because it's so closely aligned with the HSE, is actually a very formal organisation. What I have experienced...while there is a lot of flexibility, it's all within quite a structured and at times quite a bureaucratic environment". Communications Manager*

This road towards greater formalisation required some hard choices, which undermined the voluntary spirit and founding basis of the organisation.

"...We operated from branches in different counties with very little real recognition of governance structures and every branch doing what they thought was the right thing without any accountability, without proper financial structures...we had to ask people who were doing certain things not to do them anymore and if they did not cooperate, we had to direct them. That was very difficult". Director of HR and Corporate Affairs

The movement towards greater formality impacted service provision, with the drive towards greater equity, which necessitated fairer and transparent systems and processes for its service users to access.

"...governance...is getting much...stronger...everything has to be formalised now and much more structured... in terms of equity and fairness for service users...it's only fair that they be done properly and fairly". Manager of Technology

While some aspects of formalisation at *Omega* are perceived as being very positive, it has had a negative impact on flexibility and intrapreneurship. These were founding hallmarks of the organisation, giving it the capacity to respond quickly and innovatively to emerging social care needs. Formalisation and the slow bureaucratic response of the HSE has impeded new developments at *Omega* and resulted in a slower and more cautious response to the point of being risk averse.

"...Our growth in size and professionalism...has brought...advantages and disadvantages. We have a very strong governance structure now...but it has brought quite a culture of fear among managers and staff". Director of Adult Services and Health and Safety

7.4.4 Managerialism, Metrics and Measurement

With formalisation came the emergence of the professional manager at *Omega,* enabling it to become more business-like and credible. Creeping managerialism was fuelled by reporting requirements both internally and externally*,* with a greater emphasis on statistics, financial measurement and outcomes in terms of service as required by the HSE and statutory inspectors such as HIQA and by quality accreditors.

"...there is greater...expectation of accountability that didn't exist previously, people took for granted that as a voluntary organisation we did what we said we did...There was a tendency that was self-evident, we work with people with disabilities, we support them". Director of Services

However, some argue that this managerialism is diluting the voluntary contribution and depriving front-line services of resources.

"…there is a sort of disdain towards management generally…let's just get on and do the job, enough of this team building nonsense, enough of this malarkey. They just do not see the rationale behind a bit of paperwork that is needed and how it will be used".
Manager of Technology

In contrast, the SMT view their role as critical, as the revamped SLA process has brought greater reporting requirements relating to allocated state funds, thereby reducing latitude in managerial decision making, which is a classic NPM best practice in closing accountability loops.

"…If saying we are doing x and we are not able to show the evidence for that, then they will look for the money back…creativity that we might have had in the past to use monies in different ways is tightening up. Director of Services

In terms of finances, *Omega's* accounts are now prepared under the Accounting and Reporting of Charities Statement of Recommended Practice (SORP), a best practice guide which has no jurisdiction outside of the UK but was voluntarily adopted by *Omega* in the interest of stakeholder transparency and legitimacy. Its adoption was primarily due to the employment of more qualified accountants and their professional commitment to best practice. It has positioned *Omega* to respond effectively to the more stringent financial and activity reporting requirements of the CRA under the new Charities Act of 2009. Heightened media attention has further necessitated transparent financial reporting and control in meeting the new expectations of both the state and the general public. By taking a proactive approach, *Omega* has aligned itself with the most progressive organisations in their field.

Normative and mimetic isomorphic forces around new technology and best practice are also in evidence, with the adoption of a client data management system, which requires the recording of every client interaction by every *Omega* service provider. The adoption of this system classically illustrates the normalising influence of NPM demands around measurement and evidence-based outcomes, which has compelled *Omega* to adopt new technology-based reporting tools and practices. These serve as the gateway catalyst to building greater capacity and capability around the analytical power and potential of such tools.

"Goldmine has been a pain and a hassle but the analysis you can get out of it now, we are doing analysis that we were never able to do before new". Manager of Technology

7.4.5 Commercialisation, Marketisation and Competition

In the drive towards greater accountability and value for money, *Omega* has become acutely aware of costs and pricing and the existence of other providers inside and outside the sector who are competing to provide the same service at a lower price. *Omega* is of the view that while competition has come more to the forefront, their longevity and reputation within the sector positions them to provide a better value-added service, which may not necessarily be cheaper but provides a quality point beyond which they are not prepared to compromise.

"...we want to compete but we have a quality standard...that is a debate within the organisation where Senior Management are saying yes we should be able to compete...and people in the front line are saying well if we compete...we are losing huge elements of quality". Director of Adult Services and Development and Safety

This clash of values between commerce and care has become more salient in an era of cuts and austerity, with many in the sector struggling with this wider market facing shift.

"...competition is going to become more and more of a feature...Under cutting each other for services is a real problem...If we cannot stand over the quality of the service that we are batting for or tendering for...then we won't tender for it...if quality becomes an issue and we become liable for offering people less than they deserve...it's time to step back". Director of HR and Corporate Affairs

Omega has progressively grown its commercial wing, initially to fund capital projects but now as a necessity in meeting day to day funding shortfalls**.** Historically, its retail chain has been very successful, although the recent recession has taken its toll. It was established and run with the mind-set of a business and not as a charity. From the opening of its first shop in Dublin in 1986 to its twenty first shop in 2009, they are viewed as a pioneer and market leader in the charity shop sector. *Omega* was the first to have paid staff and managers, the first to have charity bags left at doors for collection and the first to have textile banks. It employed contemporary private sector marketing

techniques such as branding and re-fronting all of their shops, with a new and consistent modern image.

It has been similarly progressive in its fundraising activities, forming corporate partnerships with leading private sector companies. The unique context of the sector, especially in times of recession and recent high-profile scandals within the NPVCS has made fundraising especially challenging. Like all charities, it struggles with the paradox between the public perception of paying the going salary rate for professional employees and the need for the latter in order to run the organisation effectively as a credible business.

"It's this idea that people have that because you are a voluntary organisation, that you must all be volunteers and that you cannot be paid anything. That is struggle with the general public. We are a voluntary organisation, but we are running a professional service, so we have professionals who have to be paid". Communications Manager

In order to change public perception and avoid the scandals experienced by other organisations, *Omega* has made greater efforts at full transparency and since 2013 publishes senior staff salary levels and numbers in their Annual Report.

"…Omega, as a publicly funded organisation and as a fundraising organisation that goes and asks people to give their money…have to be open and transparent…You have to release everything". Communications Manager

In terms of competitors, *Omega* acknowledge the importance of working together in order to achieve common goals. There still remains a high degree of traditional cooperation between the organisations in this sub-sector, as they leverage their interdependence to collectively lobby for reform as legitimate environmental actors. *Omega* is a member of the *Not-For-Profit Business Association,* which is a representative body promoting the business interests, the care ethos and the commercial ethos of its members against emerging market forces. They regularly lobby government, especially at national Budget time.

"We are still willing to share information and practices…other agencies do not see you as a threat and someday they may offer you something and that has worked to our advantage". Director of Adult Services and Development and Safety

7.5 Tensions and Contradictions of NPM and Austerity

NPM inspired change at *Omega* was not a smooth process and it came at a cost, exposing some of the contradictions between new managerialism and the traditional voluntary sector way of doing things. This created tensions in trying to reconcile the old and the new as the organisation transitioned and matured, especially around its identity, culture and founding ethos.

7.5.1 Organisational Volunteerism

Omega began its life as a voluntary organisation founded by volunteers. Despite the swathe of recent changes, many still believe that the legacy and importance of volunteerism remains intact and continues to define the culture, even when many volunteers have been supplanted by professional managers.

"…only for them (volunteers) we would not have an Omega…they…built something from nothing…it was them who got the attention of the…health boards and the local politicians to get funding and they set the scene…The legacy that they have left is immeasurable and we have a duty to build on that". Director of HR and Corporate Affairs

While volunteer influence and power in formal operational roles may have diminished at *Omega*, the actual numbers of volunteers have increased significantly over the years, especially during the depths of the recession, with a growth from 3,923 in 2008 to 6,564 in 2011. Volunteers are critical to *Omega's* fundraising and retail division and their activities are reported extensively in *Omega's* Annual Report and quarterly National Newsletters.

7.5.2 Organisational Culture, Identity and Ethos

The culture of the NPVCS is often stereotyped as being less hard-nosed and commercial, with a greater humanity and tolerance in light of its social justice

principles. The founding of *Omega* by a clinician and the early adoption of a medical type model of management has left its imprint on the culture.

"…The culture of the organisation was very focused on the therapy side, and a lot of professional preciousness around that…..the clinical model…dominated the past…a lot of that has changed". Director of Adult Services and Development and Safety

In recent decades, *Omega* has made conscious and progressive efforts to move away from this narrow foundation, with the promotion of a multi-disciplinary approach and specific training around cross-team based working. The state's new multi-agency policy on *Progressing Disabilities* has galvanised this approach and, due to *Omega's* pre-emptive work in this area, they were well positioned to become first movers in adopting this new model and exploiting their expertise and reputation.

The resultant expansion and growth at *Omega* brought greater formalisation and rules, diluting the original organic feel by imposing governance systems and structure, which tended to stifle innovation and creativity. The growth of managerialism and the professional manager at *Omega* has come in the form of recruiting credentialed employees from the private sector, who hold professional designations and memberships and who subscribe to their occupational codes of practices and ethics rather than having any particular allegiance to the NPVCS.

"…To me, I am just working in Finance and see myself as an Accountant rather than working in a charity. I am just focusing on the job, the professional side, I would have no problem working in either sector as I worked in a private sector company before I came here". Finance Manager

As a result of this professionalisation, *Omega's* genesis as a small family like organisation, where informality and familiarity dominated, has struggled to retain this original culture.

"…it was very much a small parish pump politics type of organisation at the beginning…it was a very dynamic organisation at the cold face…there are some amazing services and a lot of that has been developed through some Managers taking risk. I think that the organisation is now quite risk averse… It can be hard to move

things on and change things... become too cautious". Director of Adult Services and Health and Safety

NPM like reforms also recalibrated the culture at *Omega*, creating a personality that is less flexible, which can be seen as a downstream effect of greater managerialism.

"*I think some of what's been lost is the ability for somebody to walk in the door and say I'm here, I would like to volunteer...Have to go through interview process, garda clearance and all of those things. Then people think, "I could not be bothered."....Director of Services*

Those coming to the sector for the first time often have mixed expectations about the culture and are surprised at what they find. Part of this surprise stems from *Omega's* long association with the state through the HSE, to the point where for some, it begins to feel like a public sector organisation rather than a NPVCS one. The new multi-agency approach to service provision where 'Section 39' and 'Section 38'organisations provide a service under a common banner, has further reinforced this public sector feel and its associated bureaucracy.

"*...One of the things that I found quite surprising...was how closely a lot of staff identified with the HSE....in some ways, as the HSE are cutting the funding...opens the gap between the two but then equally there are services now working side by side with HSE, staff delivering in partnership or Omega staff working in an HSE building". Communications Manager*

This movement towards a more bureaucratic public-sector type organisation as shaped by NPM like reforms, brings further threats to the ethos and distinctive feel of *Omega* as a voluntary organisation.

"*..I would find it a shame if I thought we would just end up like the HSE type organisation. That would be a pity, the HSE by another name. That would be a shame". Director of Service*

"*We have a lot to offer in terms of an organisation and our ethos...to lose it within the health service. The voluntary piece where parents have recognised the need for services and fight to do it. That is kind of going and it's really hard now as the HSE block it and do not want it". Director of Services*

Part II – The Impact of NPM on People Management and Work at *Omega*

7.6 People and HRM at *Omega*

People are at the heart of any organisational change, especially in labour intensive services like *Omega*. NPM inspired change has strong implications for the workforce in terms of the changing nature of their work and how they are managed. HR, in its employee facing role with its systems and policies, has an important part to play in this process.

7.6.1 The HR Function

The genesis and growth of *Omega* in both scale and scope is reflected in its workforce levels. Table 7.1 depicts this progressive growth over the years to a peak in 2009 of 1,215 employees. Workforce numbers began contracting during the recession, with austerity having a direct impact on headcount. However, this has rebounded in recent years and there were 1,257 employees in *Alpha* in 2015.

Table 7.1: History of Staff Numbers at Omega

Year	No.	Year	No.
2005	*908*	2006	*985*
2007	*1130*	2008	*1123*
2009	*1215*	2010	*1171*
2011	*1121*	2012	*962*
2013	*1143*	2014	*1019*
2015	*1,257*		

Source: Omega Annual Reports

As a consequence of the increase in the salaried headcount, the HR function has evolved into a professional department, led by a HR Director and a centralised unit compromising a HR Manager, HR Officer and two support/administrative staff, the majority of which are CIPD qualified. The creation of this new HR Director position in 2001, with a place on the SMT, reflected the elevated importance and influence of the function. This legitimacy is reflected in *Omega's* Annual Reports from 2005 onwards, in which HR is allocated a dedicated section. Adopting a more strategic approach to HR led to the inclusion of HR goals in its Strategic Plans from 2009 onwards. It is also evidenced by the inclusion of some HR services in the national

procurement initiative in 2011, which sought to achieve cost efficiencies in resourcing. The best practice move to greater decentralisation of operational HR decisions to line managers is somewhat in evidence also.

"...if you are recruiting...you do not have to wait and go to another level...generally you are allowed to get on, do it...and...make decisions at an operational level. .... Director of Service

The function's credibility and professionalism were recognised by securing the Irish national HR quality standard, *Excellence Through People* Award in 2009.

An evolving emphasis on policies and procedures within the HR function partially stems from statutory compliance obligations such as police vetting of new hires. This compliance has had a spillover effect into non-statutory areas, like appraisal and attendance, which were once ignored but are now being formally addressed.

"...there were big gaps in terms of the quality of the service...things there were not being tackled as effectively as they are now... Director of Adult Services and Health and Safety

HR policies are now continually developed and updated via the establishment of a National Policies and Procedures Group in 2007, which stipulates a two-year review date on each policy. It issued a comprehensive employee handbook in the same year and launched a national new hire standardised induction programme in 2014.

"....We have a National Policies and Procedure Group, which is a very good...Our remit is to look at gaps in policies and identify new policies that we need in the organisation...everything comes back to that forum to be signed off...and put into practice and rolled out across the organisation". Director of Services

The model of HR at *Omega* is a hybrid, initially stemming from a welfare and development role in line with the social and caring context of the work. However, its transition to a 'big business' coupled with NPM and austerity driven reforms have required HR to adopt a more commercial and business partner role, facilitating and implementing such reforms and proactively managing the people management fall out.

"...When I came in...I was very interested in trying to respond to people doing...very difficult jobs and building a welfare model of HR...if I had known what was coming

down the line, I may not have been as attracted to the job...instead of building and making the workplace a more dynamic and exciting and developmental place to be, I now end up in fire brigade mode and crisis mode, not just now and again but every day". Director of HR and Corporate Affairs

Despite rapid change*, Omega* has endeavoured to demonstrate a professional approach to people management, exhibiting many of the hallmarks expected of a modern HR function in adopting progressive HR policies, practices and systems. Appendix M chronicles some of those key people management milestones at *Omega* over the last number of years, many of which have been prompted by its need to respond to NPM pressures from the HSE. The implementation of such initiatives contributed to *Omega's* professional reputation as a serious business and credible contractor, giving it legitimacy within the sector. Such developments materialised through the agency of the HR function and its evolving suite of systems and policies. It has necessitated change in how *Omega* and HR does business internally and externally, with a knock-on effect on work and people management practices, which cumulatively have impacted the culture and feel of working at *Omega*.   Drawing on these HR initiatives in Appendix M, it is insightful to look at the extent of such change and influence along all stages of the HRM cycle.

7.6.2 Resourcing

Omega as a labour intensive service delivery organisation, has high activity around recruitment and selection, both internally and externally. In 2006 and again in 2014, *Omega* updated its recruitment and selection policy to incorporate best practices such as standardised pro-forma template documentation for all stages of the recruitment and selection process, greater movement towards an electronic HR platform, introduction of competency-based interviewing for all posts and psychometric testing for senior posts. This was a consequence of the NPM emphasis on compliance and governance, which has necessitated a more formal and professional approach to recruitment and selection, undermining established traditions at *Omega* of involving parents and clients in the process.

"...we used to have parents on interview boards, doing an interview for new staff, now you don't...their engagement has lessened and probably partially because of...compliance". Director of Services

However, as a values based organisation, *Omega* is conscious of the need to reflect its values in its recruitment and selection processes and culturally match new hires in an attempt to perpetuate the culture.

"...we try to recruit people into our values...our interviews and recruitment and selection criteria is very much around if you can work in a team, how do you work with service users, and those are the critical bits that will get you in and out of the organisation...we bring people in who we feel fit the values of the organisation". Director of Services

7.6.3 Attraction and Reasons for Working at *Omega*

Attraction, recruitment and retention are important components of the resourcing equation. To capture the reasons for choosing to work in *Omega*, employees were surveyed with 12 possible reasons, as presented in Table 7.2. In terms of first choice preferences, the instrumental orientation of needing a job and income ranked as the number one reason by 25.4% of respondents. The second reason in order of preference was the more expressive reason of believing in the cause, goals and value of the organisation, with 20.2% of first preferences. The third most popular reason was the type of work the organisation carries out which was chosen by 17.2% of respondents. Similar to *Alpha*, all of the other nine reasons register below the 10% mark. The cumulative values for the selected five reasons for working at *Omega* were examined and the 'type of work carried out' emerged as the primary reason for working with the organisation among 75.6% of respondents at *Omega*. Needing a job and income remained a high motivator with 66.6% of respondents selecting it as a top five reason Among items receiving the lowest number of first preferences were pay, terms and conditions of employment (5.6%), career and promotion opportunities (3.4%) and training (0.4%).

Table 7.2: Reasons for Working at *Omega*

Reasons	*Omega* Order of Preference %					
	1	**2**	**3**	**4**	**5**	**Total first 5 preference.**
I needed a job and income	29.6	11.2	8.6	7.3	9.9	66.6
Belief in the cause, goals and values of the organisation	20.2	12.0	8.2	6.0	10.7	57.1
The type of work the organisation carries out	17.2	26.6	12.9	13.7	5.2	75.6
I or a family member are or have been personally affected and/or associated with the cause of the organisation	6.9	1.7	1.3	1.7	3.0	14.6
The hours, flexible working and healthy work life balance	4.7	12.9	14.2	12.9	9.9	54.6
I knew someone who worked with the organisation already	0.9	3.9	2.6	3.4	3.9	14.7
The location	6.0	12.4	12.0	15.5	15.5	61.4
The reputation of the organisation as a good place to work	3.4	3.9	14.6	10.3	10.7	42.9
The career and promotion opportunities	3.4	3.0	5.6	4.7	5.6	22.3
The rate of pay and terms and conditions of employment	5.6	6.9	12.0	13.3	14.6	52.4
I volunteered with the organisation	1.7	3.4	1.7	0.0	2.1	8.9
The training provided	0.4	2.1	6.4	11.2	9	29.1

7.6.4 Job Embeddedness

Retention and turnover are an important consideration for all NPVCS organisations. Turnover rates at *Omega* ran at between 14-16% in the boom years, although considerably less so during the recession, when high unemployment rates peaked at 15%. Survey data from *Omega* employees as presented in Table 7.3 indicates a relatively strong level of job embeddedness with low intention to quit but with nearly a 50/50 split on intention to seek alternative employment within or outside the sector. Given the nature of the work and the economic climate limited possibilities existed for movement especially in clinical and management roles which may have led to frustration.

Table 7.3 Intention to Quit, Job Seek and Job Embeddedness at Omega

	Omega	
Intention to Quit	**Yes**	**No**
Do you intend to leave your current role/job in the next 12 months?	20%	80%
Alternative Job Seeking Intention		
Would you consider looking for alternative employment in the same sector (voluntary/charity) in the next 1-2 years?	50%	50%
Would you consider looking for alternative employment in another sector (private or public sectors) in the next 1-2 years?	53%	47%
Job Embeddedness		
I rarely think of quitting my job	55%	45%
I feel attached to this organisation	66%	34%
It would be easy for me to leave this organisation	33%	67%

7.6.5 Performance Management

In response to typical NPM fuelled demands for greater measurement and demonstrable outcomes, performance measurement has gained importance at *Omega,*

in terms of the performance of the whole organisation and its employees. The adoption of the EFQM Excellence Model in 2004 as a recognised framework for measuring performance including HR, was instrumental in this operational and cultural gear shift. This quality standard brought new discipline to *Omega's* policy making and reporting capacity. In 2009, a formal employee appraisal policy and programme was launched, with a new training module for supervisors being offered in 2012 and a revised version of the policy being rolled out in 2013. A clinical supervision policy was also launched in 2012 along with a team-based performance management protocol. This dovetailed with the absence management policy launched in 2011.

The metrification of the HR function was first evidenced in the publication of turnover statistics in *Omega's* Annual Report in 2007. In the same year, a job satisfaction survey was completed which demonstrated a high level of job satisfaction and organisational commitment.

"...we all signed up to a new absence management policy...all managers were trained and then everybody started from a certain date...Evidence so far has been...very good in terms of impact it had. We recently had feedback that we reduced our uncertified sick days by 1000 days per year since the policy came in…so really positive". Director of Services

The emphasis on people metrics and measurement is part of a wider move towards policy compliance, driven by the SLA process and by HIQA, both of which make stipulations around people management outcomes and standards. The HIQA inspectorate standard contains a 'Workforce Inspection Check Point' (Figure 7.1) as part of its assessment, as detailed in an extract from a HIQA inspection report at an *Omega* site. This created a new compliance pressure which reinforces NPM like behaviours and creates a new external oversight, with a penalty for non-compliance.

> *Outcome 17: Workforce: There are appropriate staff numbers and skill mix to meet the assessed needs of residents and the safe delivery of services. Residents receive continuity of care. Staff have up-to-date mandatory training and access to education and training to meet the needs of residents. All staff and volunteers are supervised on an appropriate basis, and recruited, selected and vetted in accordance with best recruitment practice" HIQA Inspection*

Figure 7.1 Workforce Inspection Checkpoint

According to HIQA's report on its 2015 inspection of operations at *Omega*;

"At the time of the previous inspection, the Director of Services told the inspector that, since all the staff team staff worked part-time, emphasis would be placed on staff team performance management…There would also be provision made for one-to-one supervision and an annual appraisal for each staff member. The inspector viewed the supervision records and found that each staff member had a contract in relation to supervision. Records showed that team-based performance management meetings had taken place and that each staff member had received individual supervision sessions…all information and documentation specified in Schedule 2 of the Regulations were present"

However, there is some evidence of poor conformity and 'loose coupling' at *Omega* with managerial direction and the level of policy compliance not uniform across the organisation, with some regional pockets maintaining resistance to creeping managerialism.

"…as part of this new policy (absenteeism) you do two things, we do a return to work meeting and after certain criteria, do a review meeting if they hit a particular threshold or trigger…30% uptake on the review meeting. I am sitting there and I am thinking this was rolled out 2 years ago. We all signed up to is, who is not doing it and why not…It's great to have all these national policies, but how do we know they actually are being used. Director of Services

7.6.6 Learning, Training, Development and HRD

A further indicator of *Omega's* growing professional approach to people management lies in its strong commitment to learning, training and development. While some is driven by statutory compliance, such as Child Protection and Manual Handling, other training is more discretionary. *Omega*'s adoption of the EFQM Excellence Model was a catalyst for a more formal and professional approach to training and learning with the appointment of a Quality and Training Manager in 2004. Training at *Omega* is often coupled with new policy initiatives that reinforce NPM tenets around performance and measurement. *Omega* launched training on team working in 2006 as part of the shift towards multi-disciplinary team work. This was followed by performance appraisal and attendance management training in 2010 and 2011 to support new policies in these areas. The HIQA Inspection Check Points on training and development stipulate that staff must have access to appropriate training, including refresher training as part of continuous professional development. Again, there are strong indications of *Omega's* compliance with professional development guidelines as evidenced by HIQA's 2015 report;

"The inspector viewed the training records which showed that all staff had received training in fire safety, Children First (2011), medication management, manual handling, first aid and food safety…All staff were scheduled to attend refresher training in the use of the hoist and shower trolley in March 2015. There was a policy on staff development and support and supervision of staff was adequate".

7.7 NPM Impact on the Nature and Quality of Work:

Part 1 introduced the context and developments which have marked *Omega*'s NPM reform journey. Given the labour intensity of *Omega*'s services, it was inevitable that such change was going to have implications for the nature of and quality of work in the organisation and for the people who perform it.

7.7.1 The Changing Nature of Work at *Omega*:

NPM reforms and institutional and austerity pressures since 2009 have created a climate of work intensification in *Omega,* with a growing acceptance of doing more with less. Despite a 15.5% cut in funding, service levels have increased, with *Omega*

servicing 5,266 clients in 2014 compared to 3,557 in 2009. In order to balance the books and meet the more formal governance around SLAs and the contracting process, efficiencies had to be found resulting in a drive towards greater standardisation and accountability around quality, costs and outputs, placing unprecedented pressures on staff and working conditions.

"...very hard for the home support/Personal Assistant (PA) side of the organisation. Definitely because they have been undercut and staff have gone from earning from maybe €20 per hour down to €15 per hour, down to €11 per hour....the HSE are looking at things like our respite services and residential services and are saying our costs are way too high". Director of Adult Services and Development and Safety

Work intensification is apparent in demands from the HSE to expand existing job roles and responsibilities, while simultaneously looking for savings in hours and wages.

"...the HSE is saying that private agencies can do quite complex medical procedures for people with training. Traditionally we are saying no, we are saying that…is the preserve of nursing and you need very specialist training to do that and…you are paying people very poor wages". Director of Adult Services and Development and Safety

Further evidence is revealed in attempts by the HSE to sub-divide the unit of work which has become known as 'care cramming'. Rather than providing service users with one hour of care, attempts have been made to cut it to half hour packages of care. Given the needs of service users, especially those with complex medical needs, the sub-sector lobbied strongly against such a move. While the service providers were successful, it does highlight how far the HSE were willing to go to save money. The increased work pressures and demands were not just on front line service delivery staff, but were felt right across the organisation, impacting on administrative and support staff at all levels.

 "At the moment it's just everyone trying to weather the storm, it really is…I do not get a chance to come up for air with work…it's just trying to get through all the cuts, just feel after a few years, really wish it would settle down, and stop running,,". Finance Manager

7.7.2 Employee Relations at *Omega*

Employee relations at *Omega*, in line with the Irish NPVCS, show low levels of unionisation, with a rate of 20%, which is pocketed in certain job classifications. A single general union represents a cross section of employees. The gendered nature of the workforce has contributed to low unionisation rates as has the nature and traditions of the social care sector. NPM and austerity driven changes in recent years have triggered funding cuts resulting in the degradation in pay and terms and conditions of employment as well as redundancies. Consequently, the type of HR *Omega* has been engaged in has shifted, with a greater emphasis now on employee relations, which have become more adversarial and confrontational. In order to assuage deteriorating employee relations, a Staff Consultative Committee was formed. This was done to prevent rapid unionisation within the organisation and it appears to have been an attempt to marginalise the Trade Union.

"...with all the cut backs, I see a big change in what HR is working on now compared to what they were working on four years ago. There have been voluntary redundancies...a lot more industrial relations cases". Finance Manager

"...in Omega, HR now seems to spend so much time fighting industrial relations issues...a repercussion of the fact that things are let go for so long before being addressed, this kind of non-confrontation approach". Communications Manager

The formalisation and systemisation of the people management function, while an inevitable part of professionalism, equity and organisational justice, has created a new bureaucracy and managerialism in which rule driven processes overtake the practical realities on the ground.

"...people are a little bit too tied up in bureaucracy and people are tending to go for policy...It's too easy for people to start getting into...investigations as opposed to trying to sort out their problems out on the ground...bit of a pattern that is beginning to emerge". Director of Services

Regarding terms and conditions of employment, the workforce, in providing disability services on behalf of the state, have their pay and terms and conditions of employment benchmarked against the public sector pay rates as set in the HSE. This parity with the

public sector has meant competitive rates of pay and terms and conditions of employment including holiday and sick pay and a defined benefit pension. This has contributed to the public sector feel at *Omega* and the typical public-sector approach to employee relations.

"...there are fantastic things about working here that people just do not acknowledge...there is a lot of local discretion by managers around time...we have phenomenal holidays between 32 and 35 days depending on your grade which is amazing by any standards". Technology Manager

However, the link with the public sector has proven to be a double-edged sword. While *Omega* employees benefited from public sector pay rises via benchmarking during the 'Celtic Tiger' boom years, they equally had to take pay cuts and degradation in terms and conditions of employment when public sector austerity was applied.

The concession bargaining Public Service ('Croke Park') Agreement 2010-2014 and its sister agreement, the Public Service Stability Agreement 2013-2016 ('Haddington Road) Agreement' imposed cuts in pay and allowances and increases in working hours and pension contributions on all public servants and by default, on *Omega* employees. These cuts were unsuccessfully challenged in the courts by *Omega's* Trade Union, which claimed that such cuts did not apply to *Omega* employees as the state was not their direct employer. However, arguments around the 'shadow employer' won the day and weakened the Union's position and credibility within the organisation. Such vulnerability was used to advantage in the controversial closure of *Omega's* defined benefit pension scheme and migration to a less generous defined contribution one in 2012. It also saw the introduction of a new and more restrictive sick pay scheme in 2014, which cut both annual certified and uncertified sickness entitlements to 26 weeks and 2 days respectively.

"...We had a defined benefit pension scheme and I still do not know how they managed to get rid of it as many other charities managed to hold on to theirs despite being in trouble. But there was not enough resistance from the union". Technology Manager

7.7.3 Impact of NPM Inspired Change on Employment Goodwill and Commitment

The SLA contracting process is also having a significant negative impact on work within the organisation due to its duration as a one year rolling contract, which cultivates short-termism and creates uncertainty for *Omega* and its staff. The primary reason for such short-term contracts revolves around the quest for flexibility on the part of the HSE, so that it may review its commitments to Section 39 organisations at short notice, depending on economic fluctuations. For *Omega*, this has direct implications for people management in terms of security of employment, contracts and tenure and adds to the precarious nature of employment in the sector. This has had a negative impact on goodwill within the organisation.

"...When you go back in to do that (renew the SLA) you do not know next year will you get that or not and you are employing people on the basis of it". Director of HR and Corporate Affairs

As a result, many employees are on fixed term or specific purpose contracts, eroding employee commitment, proactive citizenship behaviour and the traditional VSE.

"... everyone has toughened up...people are less inclined to go the extra mile. We are very reliant and even more so now on goodwill...Need to find a way to recognise and to perhaps acknowledge that people are going the extra mile and I don't feel we are good at that". Director of Service

".... regarding hours, clock watching is a big thing here, people will not stay over the time, you have professionals here earning over €50-60K and they will not a stay a minute over their contracted time". Technology Manager.

While job embeddedness at *Omega* remains relatively strong as discussed above it is weaker compared to *Alpha* where intention to quit and intention to seek alternative employment is comparatively higher. However, job embeddedness remaining intact in the face of austerity and NPM inspired change is testament to the well of goodwill and commitment that still resides at *Omega,* albeit in a severely depressed internal and external labour market.

7.8 Strategic Directions and the Future

Omega recognises that the sector is changing and that new realities are bringing pressures and accountabilities to the surface. *Omega*, with a long history and good reputation, has earned credibility and legitimacy. It is endeavouring to leverage this to remain open and flexible to new ways of service delivery and the preservation of service contracts and funding while also maintaining quality levels and remaining true to its values and mission.

"…*We had to close down a service…where private organisations could provide it for less than we could…we are very challenged in that service. The cost we get per hour doesn't actually pay us to run the service and so we would prop it up with a bit of fund raising…hoping economies of scale if the service grows will eventually reach to a point we can run it again". Director of Services*

Funder capture is evident at *Omega,* where it recognises its over reliance on one customer, namely the state, and how this dependency makes it vulnerable given the funding model. Austerity has accentuated this susceptibility and has left *Omega* exposed and resolved to addressing it going forward.

"...*I hope we won't be as dependent on the one customer of the HSE and we will have made some inroads into commercial developments…the dependency we have on the state has given rise to a lot of the problems". Director of HR and Corporate Affairs*

Currently, *Omega* is actively looking at alternative streams of revenue generation and commercialisation including the feasibility of pursuing for-profit activities within its existing mission and values.

"...*we are in feasibility study mode at the moment on a few projects and maybe would hope to build successful profitable enterprises...if coffee shops or chemists or book shops prove to be profitable, we would have no difficulty setting them up in order to provide the money that we need to provide the services". Director of HR and Corporate Affairs*

While *Omega* is open to commercial pursuits, including a for-profit subsidiary, it also remains cognisant of remaining true to its values and ethos, thus invoking the classic paradox that many non-profits eventually confront.

"…We have to be creative and keep our eyes open to opportunities out there…anything that comes our way we would be looking at it and would not be turning it down. But having said that, it would have to be within our ethos or values or it has to fit, or it will not survive". Services Director

Austerity has re-ignited debates about mergers in the sector in the search for possible savings and efficiencies. *Omega*, while having evolved into a substantial player in the field, recognises that as a 'Section 39' organisation, its funding and continued existence is in the gift of the State.

"….they (HSE) would love to merge us, but I don't think they quite understand the nuances of company law when they started throwing out the merging agenda. Having said that we are not too big to be squeezed out". Director of HR and Corporate Affairs

As a consequence, *Omega'*s continued independence as a stand-alone organisation with its own distinct identity and culture is under threat, especially with the HSE's new policy on a Multi-Agency delivery of services. Rather than resisting or avoiding such a development, *Omega* recognised its inevitability early on and was one of the first NPVCS organisations to participate in the pilot and evaluation studies.

"…I think the concept (multi agency provision) itself, is the right thing to do. The more coordination you can get the better. There is a case to be made and maybe a question to be raised why do we need all the agencies?" Director of Services

Omega acknowledges the downstream implications of such a development, but as the officially endorsed state policy, recognises that it may be the only way to continue to access state funding.

"I think there are fallouts…first of all, there are positives, which means our expertise is used and going to lead a lot of the new teams that will be set up. The negatives, right now, a loss of…identity for Omega, a dilution of our brand name and a strong possibility of a dilution of a fund-raising role". Director of HR and Corporate Affairs

"…Going forward, I do not know will Omega be such a tight organisation, will it be such an independent organisation. If you look at Progressing Disabilities document, when you have staff working out in multi-agency teams, half the time they are not reporting to the Manager in Omega but the Team Leader in the HSE. I do not know

where that is going to leave the traditional structure in Omega. ..... Director of Adult Services and Health and Safety

This exploration appears to place *Omega* in a strong position, both as an organisation and as a workforce, largely due to the many NPM like reforms it has embraced and implemented. The introduction of multi-agency service contracts and the new service delivery model is likely to propel *Omega* further down the market facing road and intensify the paradoxical battle between its traditional VSE and values and the isomorphic forces of NPM. Despite the tempest of austerity, it has not entered open combat or resisted such changes, which signals that it has accepted the new status quo for now.

7.9 Conclusion

This primarily qualitative portion of the case study portrays the evolution of *Omega* from a small local service provider to a national 'big business', with total funds of €48.15m in 2015. This progressive growth was fueled in part by its evolving relationship with the HSE, upon which it has become more dependent and interdependent over the years. This resource dependency has left *Omega* exposed to the institutional and isomorphic pressures of the state and the migration of NPM philosophy and practices to the sector. Such NPM inspired reforms have made *Omega* a more formal and professional organisation, with the tenets of NPM shaping its strategy and operations in terms of greater management, measurement and marketisation in the search for more efficiencies, economies and value for money. While this was a gradual percolating process, it gathered momentum in 2000 when *Omega* rebranded. It was further accelerated in 2008, with the GFC and austerity. This crisis ravaged the public finances and by default *Omega* as its shadow employee, with three rounds of public sector concession bargaining resulting in radical cuts to its funding and degradation in employee terms and conditions of employment. *Omega* in seeking legitimacy and credibility has by choice and by compulsion, for fear of losing funding, travelled down the road of NPM, which has significant implications for the organisation and its people, as it simultaneously struggles to cling on to its voluntary sector roots and ethos. It's against this backdrop that the quantitative instrument, which

is the focus of the next chapter, was used to survey employees of both case study organisations to capture their reaction to this NPM inspired change at a moment of unprecedented upheaval and turmoil for the organisation and the sector.

Chapter 8
Findings

Chapter 8: Findings

8.1 Introduction

Chapter 8 presents the findings of the survey (see Appendix I) from both case study organisations, *Alpha* and *Omega*. It commences with a demographic profile of the respondent sample. This provides a contextual backdrop to the analysis of the data and enables more nuanced data analysis in terms of respondent reaction to NPM inspired change. Descriptive statistics for all study variables are presented, followed by the regression analysis used to test Hypotheses 1a-1g, 2a-2c and 3a-b, which examine the relationship between the Index of Negative NPM Inspired Change and each of the dependent variables, namely the RPC and TPC, PC breach, violation and fulfilment, normative, continuance and affective commitment as well as IOCB and OOCB. The final section documents the results of the moderation analysis (Hypothesis 4a-4g) examining the moderating effect of Voluntary Sector Ethos (VSE) on the relationship between the Index of Negative NPM Inspired Change and the dependent variables.

8.2 Demographic Variables

The composition of the sample in terms of gender, age, ethnicity and religious beliefs is examined in this section. Furthermore, a profiling of the background of employees from education to previous employment is also included. Table 8.1 presents a profile of the respondent employee sample at the two case study organisations. Across both organisations, 24.6% of respondents were male and 75.4% were female. 71.6% of respondents at *Alpha* were female, while at *Omega* 82.5% were female. At *Alpha*, gender was relatively evenly spread across all job levels in the organisation, with 30.2% of male respondents being at or above supervisor level and 26.4% of female respondents being at or above supervisor level. At *Omega*, 26.4% of male respondents were at supervisor level or above while 29.1% of female respondents were at or above supervisor, indicating a similar balance of gender in the management team.

At *Alpha*, 62.8% of respondents were employed on permanent contracts whereas at *Omega*, 78% of respondents were permanently employed. *Alpha* had a higher level of fixed term, temporary and casual/on-call respondents, accounting for 27.6% of the

total. At *Omega*, this group accounted for 20.7%. 59.6% of the respondents at *Alpha* worked part-time. The majority of senior managers, managers and supervisors were full-time employees, accounting for 27.6% of the respondents. Accordingly, only 12.6% of respondents who were general employees at *Alpha* were working full-time. In contrast, 58.2% of respondents at *Omega* were working full-time, with 41.8% of respondents working part-time. 23.8% of respondents at *Alpha* were members of a trade union while at *Omega*, this figure equated to 33.5%

With regard to previous work experience, many respondents at both *Alpha* and *Omega* had worked in the public or semi-state sectors prior to joining their respective organisations; 24% of respondents at *Alpha* and 28.2% of respondents at *Omega* had previous experience of working in the public sector, primarily in the HSE. A further 46.1% of respondents at *Alpha* and 37.8% of respondents at *Omega* had experience of the semi-state sector. In terms of education, 26.3% of respondents at *Alpha* were qualified with a bachelor or higher degree. 39.9% of respondents had a similar level of qualifications at *Omega*. A further 52.3% of respondents had a FETAC Level 5/6 or alternative professional qualification at *Alpha* with 45.4% of respondents having similar qualifications at *Omega*. Only 7.4% at *Alpha* and 4.8% at *Omega* were educated to Leaving Certificate (A Level) standard or below.

At *Alpha,* almost 75% of respondents were older than 35 years while at *Omega*, the figure was 70%. If the respondents represent a cross-sectional sample of employees at both organisations, it indicates an aging workforce, which could be explained due to the lack of movement within the Irish labour market since 2009 due to the economic recession and an unemployment rate of almost 15% at its peak. However, further examination showed that many respondents working within the organisations had been there for a relatively short period of time. At *Alpha*, 43.7% of respondents had been working in the organisation for less than five years. Only 1.3% of respondents had been with the organisation for over twenty years. In contrast, *Omega* had more respondents with longer tenure. At *Omega*, only 29.1% of respondents had been with the organisation for under five years whereas 6.6% had been there for over twenty years.

The nationality of the respondents in both organisations was overwhelmingly Irish, with 86.7% at *Alpha* and 94.5% at *Omega* claiming Irish citizenship. In terms of ethnicity, 76.3% of respondents at *Alpha* were Caucasian with 90.2% at *Omega.* Accordingly, *Alpha* appears to be a more ethnically diverse organisation, borne out by the fact that 10.1% of the respondents to the survey were of Asian origin and 3.3% of employees were of Black-African origin. These figures were much lower at *Omega*, with less than 3% claiming Asian heritage and less than 1% having Black-African genealogy. According to the Irish Census results for 2016, people with Asian heritage account for 1.9% of the population while people of Black-African origins account for 1.4%. Therefore, although seeming low when compared to *Alpha*, the workforce at *Omega* is representative of the Irish population. In the national Census, 94.3% of the population were Caucasian. Again, if the respondents are a representative sample of the workforce at *Alpha*, there was evidence of a disproportionate deployment of multi-cultural labour, with 23.7% of employees coming from a non-Caucasian background. At *Alpha*, while 77.8% of respondents were Christian, 32.5% consider themselves non-practicing. 7.7% stated they had no religious affiliation. Similar statistics were identified at *Omega*, with 38.8% indicating they were practicing Christians, 35% stating they were non-practicing and 9.8% indicating no religious affiliation. While other religions were present in both organisations, they accounted for less than 5% of employees in both organisations.

Table 8.1 Employee Profile for *Alpha* and *Omega*

		Alpha		*Omega*		Total	
		N	%	N	%	N	%
Gender	Male	96	28.4	32	17.5	128	24.6
	Female	242	71.6	151	82.5	393	75.4
Age	16-25	5	1.5	8	4.4	13	2.5
	26-35	53	15.7	35	19.1	88	16.9
	36-45	87	25.7	56	30.6	143	27.4
	46-55	127	37.6	59	32.2	186	35.7
	56-65	65	19.2	25	13.7	90	17.3
	65+	1	0.3	0	0.0	1	0.2
Job Level (Total Sample Group)	Employee	228	67.5	121	66.1	349	61.1
	Supervisor	61	18.0	20	10.9	81	14.2
	Manager	25	7.4	30	16.4	55	9.6
	Senior Manager	7	2.1	6	3.3	13	2.3
	Other	17	5.0	6	3.3	73	12.8
Job Level Males	Employee	63	65.6	19	59.4	82	64.1
	Supervisor	12	12.5	5	15.6	17	13.3
	Manager	13	13.5	6	18.8	19	14.8
	Senior Manager	4	4.2	1	3.1	5	3.9
	Other	4	4.2	1	3.1	55	3.9

(Table 8.1 Continued)		Alpha		Omega		Total	
		%	N	%	N	%	
Job Level (Females)	Employee	165	68.2	102	67.5	267	67.9
	Supervisor	49	20.2	15	9.9	64	16.3
	Manager	12	5	24	15.9	36	9.2
	Senior Manager	3	1.2	5	3.3	8	2.0
	Other	13	5.4	5	3.3	18	4.6
		N	%	N	%	N	%
Time in Organisation	1-5 Years	199	43.7	44	29.1	243	40.1
	6-10 Years	144	31.7	42	27.8	186	30.7
	11-15 Years	81	17.8	39	25.8	120	19.8
	16-20 Years	25	5.5	16	10.6	41	6.8
	20 Years +	6	1.3	10	6.6	16	2.6
Type of Employment	Full Time	209	40.2	138	58.2	347	45.8
	Part Time	311	59.8	99	41.8	410	54.2
Type of Employment Contract	Permanent	324	62.8	184	78.0	508	67.6
	Fixed Term/Specified Purpose	66	12.8	36	15.3	102	13.6
	Temporary	40	7.8	1	0.4	41	5.5
	Casual/On-call	36	7.0	4	4.7	40	5.3
	Other	50	9.7	11	1.7	61	8.1
Previous Employment	Public Sector	125	24.0	67	28.2	192	25.4
	Semi-State Sector	240	46.1	89	37.8	329	43.5
	Private Sector	57	11.0	26	11.1	83	11.0
	Charity/Non-Profit	98	18.9	55	22.9	153	20.2
Nationality	Irish	293	86.7	173	94.5	466	89.4
	Another EU	38	11.2	9	4.9	47	9.0
	Non-EU	7	2.1	1	0.5	8	1.5
Ethnicity	Caucasian	258	76.3	165	90.2	423	81.2
	Hispanic	2	0.6	0	0.0	2	0.4
	Black-African	11	3.3	1	0.5	12	2.3
	Caribbean	1	0.3	1	0.5	2	0.4
	Asian	1	0.3	0	0.0	1	0.2
	Mixed Race	34	10.1	5	2.7	39	7.5
	Other	31	9.2	11	6.0	42	8.1
Education	Primary Education	2	0.6	1	0.5	3	0.6
	Inter/Junior Certificate	14	4.1	1	0.5	15	3.2
	Leaving Certificate	25	7.4	7	3.8	32	6.8
	FETAC Level 5 or 6	137	40.5	25	13.7	162	34.3
	Undergraduate Degree	47	13.9	38	20.8	85	18.0
	Postgraduate Degree	42	12.4	35	19.1	77	16.3
	Professional Qualification	40	11.8	58	31.7	98	20.8
Religion	Practicing Christian	153	45.3	71	38.8	224	43.0
	Non-Practicing Christian	110	32.5	64	35.0	174	33.4
	Muslim	2	0.6	0	0.0	2	0.4
	Hindu	0	0.0	0	0.0	0	0.0
	Other	15	4.4	4	2.2	19	3.6
	No Religion	32	9.5	26	14.2	58	11.1
	Rather Not Say	26	7.7	18	9.8	44	8.4

8.3 Sample Description of Study Variables

This section introduces the study's variables, namely, the independent variable, of Employee Reaction to NPM Inspired Change and the dependent variables: the RPC and TPC, PC breach, violation and fulfilment, normative, continuance and affective commitment as well as IOCB and OOCB. As discussed in the methodology chapter, please note the difference in use in the independent variable between the 'Degree of Employee Reaction to NPM Inspired Change' which is a continuous measure to

capture the level and degree of employee reaction to NPM inspired change and the 'Index of Negative NPM Inspired Change' which is a summative measure which is used test hypotheses in the correlation, regression and moderation analysis. Commencing with the independent variable, of 'Degree of Employee Reaction to NPM Inspired Change', the number of respondents (N) and the employee reactions to NPM inspired change for both organisations are presented in Table 8.2. The number of responses for this section of the survey were N=409 for *Alpha* and N=210 for *Omega*. The outcomes indicate a relatively neutral reaction to change (M=2.88 for *Alpha* and M=3.30 for *Omega*), which is discussed in greater detail in Section 8.3.1. This is followed by a detailed analysis of the dependent variables in Section 8.3.2. The data relating to the dependent variables is presented in Table 8.2 and includes reference to the number of respondents, the overall mean scores and the standard deviations for each of the dependent variables. Analysis of this data paves the way for the testing of the study hypotheses in Section 8.4.

8.3.1 Independent Variable – Degree of Employee Reactions to NPM Inspired Change

This section describes the type and level of employee response to NPM inspired change at the two case study organisations based on the survey responses. As discussed in more detail in Chapter 5, Section 5.8.2.5.3, the 'Degree of Employee Reaction to NPM Inspired Change' measure used in this section was developed from the literature and qualitative interviews with managers, supervisors and various stakeholders in both *Alpha* and *Omega*, which identified work related changes originating in the philosophy of NPM. The measure was designed to capture the level and extent of negative employee reaction to NPM inspired change. These survey items were scaled based on a score from 1 to 5, with 1 indicating *'very positive reaction to change'* and 5 indicating *'very negative reaction to change'*. The mean scores for *Alpha* and *Omega* for all items are presented in Table 8.2 (*Alpha)* and Table 8.3 (*Omega)*. Based on the five-point Likert scale, a mean score of 3 is the midpoint on the scale; mean scores less than 3 indicate a positive reaction to change while mean scores above 3 indicate a negative reaction to change. The composite mean score for all scale items is represented by NPM-X which was calculated from the mean of the 23 individual items**.** At *Alpha*, the

NPM-X mean score for all respondents to the survey was 2.88 which indicated a slight positive reaction to change overall. In contrast, the corresponding mean score at *Omega* was 3.30, which indicated a slight negative reaction to change.

Table 8.2 Degree of Employee Reaction to NPM Inspired Change at *Alpha*

	Alpha									
	All Respondents				Response by Gender			*Response by Work Level		
	M	SD	95% Confidence Interval of the difference (T-Scores)		Male	Female	t-test for equality of means – mean difference	Employee	Supervisor/ Manager	t-test for equality of means – mean difference
			Lower	Higher						
NPM-X	2.89	1.09	2.78	2.99	2.78	2.94	-0.16	2.84	3.00	-0.17
Staffing Levels	2.94	1.154	2.83	3.06	2.73	3.06	-0.11	2.85	3.15	-0.30
Workload	2.76	1.121	2.65	2.87	2.70	2.81	0.07	2.65	3.01	-0.36
Contracted Hours	2.86	1.121	2.76	2.97	2.93	2.86	-0.18	2.89	2.8	0.09
Work Through Breaks	3.20	1.028	3.10	3.30	3.09	3.28	0.04	3.12	3.38	-0.26
Work Additional Hours	3.12	1.034	3.02	3.22	3.20	3.16	-0.04	2.96	3.48	-0.52
Pay and Benefits	3.25	1.172	3.14	3.36	3.22	3.26	-0.28	3.22	3.31	-0.09
Delivering More with Less	3.51	1.114	3.41	3.62	3.35	3.63	-0.09	3.33	3.93	-0.60
Bureaucracy	3.48	1.109	3.37	3.58	3.44	3.52	-0.05	3.26	3.97	-0.71
Autonomy	2.63	1.109	2.53	2.73	2.59	2.64	-0.25	2.64	2.62	0.02
Job Insecurity	3.09	1.031	2.99	3.19	2.89	3.14	-0.30	3.12	3	0.12
Technology	2.79	0.925	2.70	2.88	2.58	2.88	-0.23	2.78	2.82	-0.03
Targets and Monitoring	2.86	0.992	2.76	2.95	2.72	2.95	-0.41	2.81	2.96	-0.15
Stress and Conflict	3.25	1.081	3.14	3.35	2.98	3.39	-0.05	3.19	3.39	-0.21
Training	2.37	1.106	2.26	2.47	2.33	2.38	-0.39	2.31	2.5	-0.19
Support from Supervisor	2.47	1.250	2.35	2.60	2.20	2.59	-0.11	2.51	2.38	0.13
Org. Commitment to Mission	2.24	1.059	2.13	2.34	2.16	2.26	-0.03	2.29	2.13	0.16
Culture	2.55	1.177	2.44	2.66	2.55	2.59	-0.05	2.50	2.66	-0.16
Movement Towards a Business	2.96	1.052	2.85	3.06	2.95	3.00	-0.14	2.95	2.96	-0.01
Everything Comes Down to Money	3.36	1.114	3.25	3.47	3.29	3.43	-0.18	3.31	3.48	-0.17
Support from the Organisation	2.62	1.188	2.51	2.74	2.51	2.69	-0.10	2.61	2.65	-0.04
HR as Driver of Change	2.75	1.048	2.65	2.85	2.68	2.77	-0.21	2.71	2.84	-0.13
HR Support	2.61	1.101	2.51	2.72	2.46	2.67	-0.30	2.54	2.79	-0.26
HR Fairness	2.70	1.098	2.60	2.81	2.47	2.76	-0.33	2.64	2.83	-0.19

N=409
*Job Level recoded 1 for general employees and 2 for all other employees in order to calculate t-scores

Table 8.3 Degree of Employee Reaction to NPM Inspired Change at *Omega*

	All Respondents				Response by Gender			*Response by Work Level		
	M	SD	95% Confidence Interval of the difference (T-Scores)		Male	Female	t-test for equality of means – mean difference	Employee	Supervisor/ Manager	t-test for equality of means – mean difference
			Lower	Higher						
NPM-X	3.30	0.99	3.17	3.44	3.44	3.27	0.17	3.34	3.24	0.10
Staffing Levels	3.29	1.196	3.12	3.45	3.38	3.28	0.10	3.32	3.21	0.11
Workload	3.39	0.943	3.26	3.51	3.75	3.34	0.41	3.5	3.17	0.33
Contracted Hours	3.28	0.939	3.15	3.41	3.41	3.24	0.17	3.28	3.28	0.00
Work Through Breaks	3.56	0.818	3.45	3.67	3.63	3.55	0.08	3.53	3.61	-0.07
Work Additional Hours	3.55	0.87	3.43	3.67	3.78	3.51	0.27	3.55	3.54	0.02
Pay and Benefits	3.65	0.988	3.51	3.78	3.84	3.63	0.21	3.56	3.82	-0.26
Delivering More with Less	4.12	0.904	4.00	4.25	4.25	4.11	0.14	4.13	4.11	0.02
Bureaucracy	4.08	1.016	3.94	4.22	4.16	4.07	0.08	4.04	4.15	-0.11
Autonomy	3.00	0.918	2.88	3.12	3.12	2.98	0.14	3.02	2.96	0.06
Job Insecurity	3.35	0.852	3.23	3.46	3.25	3.32	-0.07	3.32	3.41	-0.09
Technology	2.83	0.874	2.71	2.95	2.59	2.85	-0.25	2.88	2.73	0.15
Targets and Monitoring	3.28	1.08	3.13	3.42	3.22	3.3	-0.08	3.32	3.18	0.14
Stress and Conflict	3.65	0.948	3.52	3.78	3.66	3.65	0.01	3.69	3.56	0.13
Training	2.89	1.131	2.73	3.04	3.06	2.87	0.19	2.88	2.9	-0.02
Support from Supervisor	2.74	1.219	2.57	2.90	2.97	2.68	0.29	2.81	2.61	0.20
Org. Commitment to Mission	2.78	1.086	2.63	2.92	3.09	2.69	0.41	2.82	2.69	0.13
Culture	3.26	1.264	3.09	3.43	3.53	3.15	0.38	3.35	3.07	0.28
Movement Towards a Business	3.31	0.862	3.20	3.43	3.53	3.28	0.25	3.37	3.21	0.16
Everything Comes Down to Money	3.73	0.936	3.61	3.86	3.94	3.74	0.20	3.78	3.65	0.13
Support from the Organisation	3.13	1.066	2.98	3.27	3.31	3.07	0.24	3.23	2.93	0.30
HR as Driver of Change	3.11	0.893	2.99	3.23	3.28	3.06	0.22	3.19	2.94	0.25
HR Support	3.04	0.97	2.91	3.17	3.34	2.96	0.38	3.12	2.9	0.21
HR Fairness	2.99	0.995	2.85	3.12	3.13	2.97	0.15	3.09	2.79	0.30

N=210

*Job Level recoded 1 for general employees and 2 for all other employees in order to calculate t-scores
**Mean scores (M) closer to 1 denote positive change and means scores closer to 5 denote negative change

As presented in Table 8.2, at *Alpha,* the mean score was less than three for 16 of the 23 scale items, indicating a positive perception of NPM inspired change on these scale items. The overall mean score for *Alpha* was 2.88 (SD=1.095). Among the remaining seven scale items which were scored negatively were pay and benefits (M=3.25, SD=1.172) delivering more with less (M=3.51, SD=1.114), bureaucracy (M=3.48, SD=1.109), stress and conflict (M=3.25, SD=1.081) and the degree to which everything comes down to money (M=3.36, SD=1.114). Among the items with the

most significant positive reactions were changes in culture (M=2.55, SD=1.177), training (M=2.37, SD1.106) and the organisation's commitment to its mission (M=2.24, SD=1.059). In order to determine if there were significant differences across different employee levels and genders within the organisation, the mean scores for males and females, general employees and supervisors/managers were also examined and shown in Table 8.2. It was found that general employees had a slightly more positive reaction to NPM inspired change than supervisors/managers (t(409)=-0.17) while male employees felt that NPM inspired change was more positive than female employees (t(409)=-0.16).

The overall reaction to change was more negative among employees at *Omega* (M=3.30, SD=0.998) than at *Alpha* (M=2.88, SD=1.095). At *Omega*, Table 8.3 shows that only 5 of the 23 items elicited a positive reaction to change and a mean score of below 3.00. Mean scores for all survey items were higher at *Omega* than at *Alpha* indicating that change was felt more negatively in every respect at *Omega*. Pay and benefits (M=3.65, SD=0.988), delivering more with less (M=4.12, SD=0.904), bureaucracy (M=4.08, SD=1.016), stress and conflict (M=3.65, SD=0.948) and the degree to which everything comes down to money (M=3.73, SD=0.936) were the most negatively scored items on the scale. Training (M=2.89, SD=1.131), the organisation's commitment to its mission and values (M=2.78, SD=1.086) and support from supervisors (M=2.74, SD=1.219) were among the few items that indicated positive change. In contrast to *Alpha,* male employees had a more negative reaction to change than females (t(210)=0.17) while supervisors/managers had a more positive reaction to change than the general employee population (t(210)=0.10).

8.3.2 Dependent Variables

The dependent variables are the psychological contract, commitment and OCB. Table 8.4 (*Alpha)* and Table 8.5 (*Omega*) present the means, standard deviations and t-scores for each of the measured items along with an analysis of employee responses by gender and work level.

Table 8.4 Descriptive Statistics for the Dependent Variables for *Alpha*

	N	M	SD	95% Confidence Interval of the difference (T-Scores)		Male	Female	t-test for equality of means – mean difference	Employee	Supervisor/ Manager	t-test for equality of means – mean difference
				All Respondents		**Response by Gender**			***Response by Work Level**		
				Lower	Higher						
Transactional PC (TPC-X)	367	3.88	1.113	3.77	4.00	3.86	3.91	-0.05	3.79	4.09	-0.30
Relational PC (RPC-X)	367	2.81	1.164	2.69	2.93	2.74	2.83	-0.08	2.81	2.82	-0.01
PC Breach (PCB-X)	367	3.16	1.056	3.05	3.27	3.14	3.17	-0.03	3.16	3.16	0.00
PC Violation (PCV-X)	367	4.23	1.030	4.12	4.33	4.35	4.21	0.14	4.21	4.27	0.06
PC Fulfilment (PCF-X)	367	2.17	0.957	2.07	2.27	2.06	2.19	-0.13	2.15	2.21	0.06
Normative Commitment (NC-X)	350	2.79	1.088	2.68	2.90	2.92	2.81	0.11	2.88	2.94	-0.06
Continuance Commitment (CC-X)	350	3.03	1.131	2.91	3.15	3.23	2.95	0.28	3.05	2.98	0.07
Affective Commitment (AC-X)	350	2.50	1.079	2.39	2.62	2.41	2.54	-0.16	2.51	2.49	0.02
Individual OCB (IOCB-X)	342	1.92	0.756	1.83	1.99	1.94	1.90	0.04	1.95	1.84	0.11
Organisational OCB (OOCB-X)	342	2.07	0.790	1.99	2.16	2.03	2.08	-0.05	2.16	1.89	0.27
VSE-X	341	2.08	0.910	1.98	2.18	2.04	2.10	-0.06	2.07	2.10	-0.03

*(M) Mean (SD) Standard Deviation

**Job Level recoded 1 for general employees and 2 for all other employees in order to calculate t-scores

***PC (Psychological Contract), OCB (Organisational Citizen Behaviour), VSE (Voluntary Sector Ethos)

Table 8.5 Descriptive Statistics for the Dependent Variables for *Omega*

				All Respondents		Response by Gender			*Response by Work Level		
	N	M	SD	95% Confidence Interval of the difference (T-Scores)		Male	Female	t-test for equality of means – mean difference	Employee	Supervisor/Manager	t-test for equality of means – mean difference
				Lower	Higher						
Transactional PC (TPC-X)	193	3.93	1.077	3.77	4.08	3.91	3.92	-0.01	3.81	4.14	-0.33
Relational PC (RPC-X)	193	3.14	1.117	2.99	3.31	3.24	3.10	0.14	3.24	2.98	0.26
PC Breach (PCB-X)	193	3.25	1.031	3.10	3.39	3.26	3.25	0.01	3.24	3.25	-0.01
PC Violation (PCV-X)	193	4.07	1.018	3.93	4.22	3.99	4.13	-0.14	4.04	4.14	-0.10
PC Fulfilment (PCF-X)	193	2.32	0.959	2.19	2.46	2.61	2.26	0.35	2.33	2.32	0.01
Normative Commitment (NC-X)	190	3.06	1.073	2.91	3.22	3.14	3.07	0.07	3.12	3.02	0.10
Continuance Commitment (CC-X)	190	2.86	1.109	2.70	3.01	2.73	2.89	-0.16	2.79	2.99	-0.20
Affective Commitment (AC-X)	190	2.72	1.045	2.57	2.87	2.98	2.66	0.32	2.81	2.55	0.26
Individual OCB (IOCB-X)	193	2.00	0.685	1.90	2.21	1.98	2.00	-0.02	2.05	1.98	0.07
Organisational OCB (OOCB-X)	193	2.20	0.808	2.08	2.32	2.21	2.20	0.01	2.36	1.88	0.48
VSE-X	193	2.37	0.912	2.23	2.50	2.46	2.34	0.12	2.44	2.23	0.19

*(M) Mean (SD) Standard Deviation

Table 8.5 Descriptive Statistics for the Dependent Variables for *Omega*

***PC (Psychological Contract), OCB (Organisational Citizen Behaviour), VSE (Voluntary Sector Ethos

8.3.2.1 The Psychological Contract

The measures of the Transactional and Relational Psychological Contract (PC) and PC breach, violation and fulfilment were scored on a five-point Likert scale, with responses ranging from Strongly Agree = 1 to Strongly Disagree = 5. The TPC is considered a rational self-serving exchange between an employee and an organisation and is primarily based on economic currency. A high TPC would indicate inflexibility, limited loyalty and an unwillingness to work beyond the terms set out in the job description or the employment contract. In contrast, a weak transactional contract suggests a willingness to go the extra mile in the day to day carrying out of work roles and duties (Rousseau 1995). Accordingly, mean scores close to 1 indicate a strong TPC whereas scores close to 5 indicate a weak TPC. The mean scores for the TPC (TPC-X) for both *Alpha* and *Omega* indicate that the TPC was weak in both case study organisations, with M=3.88, SD=1.113 at *Alpha* and M=3.92, SD=1.077 at *Omega*. There was no statistically significant difference between males and females in either organisation with t(367)=-0.05, p<0.001) at *Alpha* and t(193)=-0.01, p<0.001 at *Omega*. In comparison between employees and supervisors/managers, however, at *Alpha*, general employees had a stronger TPC-X, recording a mean score of 3.79 whereas those at supervisor/manager level had a mean score of 4.09 (t(367)=-0.30, p<0.001). Similarly, at *Omega*, general employees had a stronger TPC-X with M=3.81 compared to supervisors/managers where M=4.14 (t(193)=-0.33, p<0.001).

The RPC (RPC-X) is based on socio-emotional currency and is characterised as being long term, open-ended and broad and includes intangible inducements like loyalty, trust and group interests (Vantilborgh *et al.* 2012). For this sample of respondents, RPC-X indicates a relatively neutral RPC in both *Alpha* and *Omega*, with mean scores clustered around the midpoint of the scale. Mean scores closer to 1 indicate a strong RPC and scores closer to 5 indicate a weak RPC. The mean score at *Alpha* M=2.81, SD=1.164 when compared with *Omega* M=3.14, SD=1.117, suggests that there is a stronger RPC at *Alpha*. At *Alpha*, there was very little difference between various levels within the organisation, with a t-score of t(367)=-0.01, p<0.001 for the difference between employees and supervisors/managers and t(367)=-0.08, p<0.001 in terms of gender, with males having the stronger RPC. This gender variation was

reversed at *Omega*, with female employees demonstrating a slightly stronger RPC (t(193)=0.14, p<0.001). There was a greater discrepancy between employees and supervisors/managers (t(193)=0.26, p<0.001) with supervisors/managers possessing a stronger RPC in *Omega*.

PC breach refers to the promises made by the employer and whether or not those promises have been fulfilled. This was measured based on a five-point scale, ranging from 1, strongly agree to 5, strongly disagree. Examining the overall mean scores (PCB-X) for both organisations, employees indicated that the perceived levels of PC breach were low (*Alpha* M=3.14, SD=1.056 *Omega* M=3.25, SD=1.031). Closer examination of these means suggest that this outcome is closely mirrored by both genders (*Alpha* t(367)=-0.03, p<0.001, *Omega* t(193)=0.01, p<0.001) and across all job levels (*Alpha* t(367)=0.00, p<0.001, *Omega* t(193)=-0.01, p<0.001).

PC violation incorporates feelings of anger, betrayal and frustration towards the organisation. Mean scores close to 1 indicate high levels of PC violation whereas scores close to 5 indicate very low levels of PC violation. Examination of the PC violation scale PCV-X indicates that the sense of violation was weak at both *Alpha* and *Omega* with M=4.26, SD=1.030 at *Alpha* and M=4.13, SD=1.018 at *Omega*. Supervisors/Managers exhibited the lowest levels of PC violation (*Alpha* M=4.27, t(367)=-0.06, p<0.001) *Omega* M=4.14, t(193)=-0.10, p<0.001). Greater differences existed between genders, with males having a weaker sense of PC violation at *Alpha* (t(367)=0.14, p<0.001) and females having a weaker sense of PC violation at *Omega* (t(193)=-0.14, p<0.001).

Similar to the scale used to measure PC violation, means scores close to 1 indicate a strong level of PC fulfilment while scores closer to 5 indicate weak PC fulfilment. As one would expect based on the results for PC violation, the level of PC fulfilment (PCF-X) remains relatively high in both organisations with an overall M=2.17, SD=0.957 at *Alpha* and M=2.32, SD=1.018 at *Omega*. Male employees at *Alpha* expressed a higher level of PC fulfilment than females (t(367)=-0.13, p<0.001) while males expressed significantly lower levels of PC fulfilment at *Omega* (t(193)=0.35,

p<0.001). This dovetails with the fact that males at *Omega* also had the highest level of PC violation and the lowest level of RPC. For work hierarchy, the levels of PC fulfilment were broadly similar for general employees and supervisors/managers at both *Alpha* (t(367)=0.06,p<0.001) and *Omega* (t(193)=0.01, p<0.001).

8.3.2.2 Commitment

Commitment in the study, is divided into three individual strands; continuance, affective and normative. These aspects of commitment are discussed in this section, explicating the levels of commitment among employee at both *Alpha* and *Omega*.

Normative commitment is based on a sense of obligation, duty and indebtedness and refers to a commitment to an organisation based on loyalty or the organisation's mission. The six-item scale was scored on a five-point stem, ranging from 1, strongly agree to 5, strongly disagree. The first item on the scale was a negatively phrased while all other items are positively phrased. Consequently, it was necessary to reverse the scores for the first item in order to calculate a mean score for the scale and this is reflected in NC-X. Mean scores closer to one indicate strong normative commitment while score closer to 5 indicate weak normative commitment. For NC-X, the means for normative commitment are close to the midpoint of the scale, with M=2.79, SD=1.088 at *Alpha* and M=3.06, SD=1.073 at *Omega*. This suggests a relatively neutral level of normative commitment, with employees at *Alpha* having slightly stronger normative commitment level than those at *Omega*. Deeper analysis of the findings indicates that at *Alpha*, female respondents had a slightly stronger level of normative commitment than male employees (t(350)=-0.16, p<0.001. This outcome was echoed at *Omega*, where t(190)=0.07, p<0.001. In terms of job level, at *Alpha*, supervisors/managers had a slightly weaker normative commitment than general employees (t(350)=-0.06, p<0.001) while at *Omega,* supervisors/managers had slightly stronger normative commitment than general employees (t(190)=0.10, p<0.001).

Continuance commitment is an opportunity cost approach to commitment, weighing up what would be forgone by committing less or leaving the organisation. Similar to

the other scales, it is measured on five-point stem ranging from 1, strongly agree to 5, strongly disagree. Mean scores close to 1 indicate a strong level of continuance commitment and a mean score close to 5 indicating a weak level. Employees at both organisations had relatively neutral continuance commitment, with M=3.03, SD=1.131 at *Alpha* and M=2.85, SD=1.109 at *Omega*, with *Omega* having the stronger levels as indicated in CC-X. Male employees at *Alpha* expressed a weakest level of continuance commitment with M=3.23 compared to their female counterparts where M=2.95 and t(350)=0.28, p<0.001. This trend was reversed in *Omega* with males (M=2.73) having stronger continuance commitment than females (M=2.89) (t(190)=-0.16, p<0.001). At *Alpha*, general employees had a weaker continuance commitment than supervisors/managers (t(350)=0.07, p<0.001) while at *Omega*, general employees had a stronger level than supervisors/managers (t(190)=-0.20, p<0.001).

Affective commitment is based on socio-emotional feelings and is fostered through social interaction and social identity. The scale measuring affective commitment included six items, three of which are positively phrased and three which are negatively phrased. In order to establish means for the scale (AC-X), the scores for the negative items were reversed. In order to display strong affective commitment, one would expect to see means scores closer to 1 for the positive items and closer to 5 for the negative items. AC-X of M=2.50, SD=1.079 for *Alpha* and M2.72, SD=1.045 for *Omega* indicate relatively strong levels of affective commitment at both organisations. In terms of gender, male respondents had higher affective commitment than females at *Alpha (*t(350)=-0.16, p<0.001) while at *Omega*, males had weaker affective commitment (t(190)=0.26, p<0.001). Supervisors/managers had stronger levels of affective commitment in both organisations. The difference was very small at *Alpha,* where t(350)=0.02, p<0.001. However, a much larger difference existed between supervisors/managers at *Omega* where t(190)=0.26, p<0.001.

8.3.2.3 Organisational Citizen Behaviour (OCB)

Individual OCB is directed towards individuals and their role within an organisation and measures the interpersonal relationships between employees. Mean scores close to 1 indicate a very strong level of individual OCB while scores close to 5 indicate a

very weak individual OCB. Analysis of the mean scores IOCB-X reveals strong individual OCB in both organisations, where M=1.92, SD=0.756 at *Alpha* and M=2.00, SD=0.685 at *Omega*. In terms of subgroups within each organisation, mean scores were clustered in very narrow bands, ranging from 1.84 to 1.95 at *Alpha* and 1.98 to 2.05 at *Omega*. For *Alpha,* gender difference was t(342)=-0.05, p<0.001, with females having slightly stronger IOCB, and work level difference was t(342)=0.11, p<0.001 with supervisors/managers expressing the stronger IOCB. For *Omega,* the difference between males and females was very small (t(185)=-0.02, p<0.001). Similar to *Alpha,* supervisors/managers had higher levels of IOCB (t(185)=0.07, p<0.001.

In contrast to individual OCB, organisational OCB refers to loyalty and commitment towards the organisation, the contribution to the cause of the organisation and the willingness to defend the image and work of the organisation. In this case, mean scores close to 1 (strongly agree) denote high OOCB and means close to 5 (strongly disagree) denote low OOCB. When the mean scores for OOCB were examined for *Alpha* and *Omega*, both were found to be relatively strong, with M=2.07, SD=0.790 for *Alpha* and M=2.20, SD=0.808 for *Omega*. Supervisors/managers exhibited the highest level of OOCB at both organisations, with t(342)=0.27, p<0.001 at *Alpha* and t(185)=0.48, p<0.001 at *Omega*. Males had slightly stronger OOCB at *Alpha* than females (t(342)=-0.03, p<0.001) while in *Omega*, very little difference existed between genders (t(185)=0.01, p<0.001).

8.3.3 Correlations Between the 'Index of Negative NPM Inspired Change' and the Dependent Variables

Tables 8.6 and 8.7 present the inter-correlations for the main study variables in *Alpha* and *Omega*, respectively. As discussed in the methodology chapter is uses the summative measure of the independent variable, namely: the 'Index of Negative NPM Inspired Change' which is also used in the regression and moderation analysis.

Table 8.6: Table of Inter-Correlations – *Alpha*

		Negative Employee Reaction to NPM	TPC	RPC	PC Breach	PC Violation	PC Fulfilment	Affective Commitment	Continuance Commitment	Normative Commitment	IOCB	OOCB	VSE
Negative Employee Reaction to NPM Change	Pearson Correlation	1	-0.095	-.334**	0.073	.288**	-.270**	-.134*	.272**	-.177**	.217**	0.088	1
	Sig. (2-tailed)		0.070	0.000	0.164	0.000	0.000	0.012	0.000	0.001	0.000	0.104	
	N	409	367	367	367	367	367	350	350	350	342	342	409
Transactional PC	Pearson Correlation	-0.095	1	-0.085	-.207**	.239**	-.123*	-.262**	.118*	-.114*	-.235**	-.340**	-0.095
	Sig. (2-tailed)	0.070		0.106	0.000	0.000	0.018	0.000	0.027	0.033	0.000	0.000	0.070
	N	367	367	367	367	367	367	350	350	350	342	342	367
Relational PC	Pearson Correlation	-.334**	-0.085	1	0.093	-.414**	.551**	.597**	-.307**	.471**	0.047	.355**	-.334**
	Sig. (2-tailed)	0.000	0.106		0.075	0.000	0.000	0.000	0.000	0.000	0.385	0.000	0.000
	N	367	367	367	367	367	367	350	350	350	342	342	367
PC Breach	Pearson Correlation	0.117*	-.207**	0.093	1	-0.024	.155**	.109*	0.045	0.092	.259**	.321**	0.073
	Sig. (2-tailed)	0.05	0.000	0.075		0.652	0.003	0.041	0.399	0.087	0.000	0.000	0.164
	N	367	367	367	367	367	367	350	350	350	342	342	367
PC Violation	Pearson Correlation	.288**	.239**	-.414**	-0.024	1	-.579**	-.424**	.327**	-.271**	.109*	-0.098	.288**
	Sig. (2-tailed)	0.000	0.000	0.000	0.652		0.000	0.000	0.000	0.000	0.044	0.069	0.000
	N	367	367	367	367	367	367	350	350	350	342	342	367
PC Fulfilment	Pearson Correlation	-.270**	-.123*	.551**	.155**	-.579**	1	.426**	-.283**	.331**	-0.039	.222**	-.270**
	Sig. (2-tailed)	0.000	0.018	0.000	0.003	0.000		0.000	0.000	0.000	0.472	0.000	0.000
	N	367	367	367	367	367	367	350	350	350	342	342	367
Affective Commitment	Pearson Correlation	-.134*	-.262**	.597**	.109*	-.424**	.426**	1	-.228**	.543**	.166**	.421**	-.134*
	Sig. (2-tailed)	0.012	0.000	0.000	0.041	0.000	0.000		0.000	0.000	0.002	0.000	0.012
	N	350	350	350	350	350	350	350	350	350	342	342	350
Continuance Commitment	Pearson Correlation	.272**	.118*	-.307**	0.045	.327**	-.283**	-.228**	1	-0.034	.152**	-.111*	.272**
	Sig. (2-tailed)	0.000	0.027	0.000	0.399	0.000	0.000	0.000		0.529	0.005	0.041	0.000
	N	350	350	350	350	350	350	350	350	350	342	342	350
Normative Commitment	Pearson Correlation	-.177**	-.114*	.471**	0.092	-.271**	.331**	.543**	-0.034	1	.215**	.300**	-.177**
	Sig. (2-tailed)	0.001	0.033	0.000	0.087	0.000	0.000	0.000	0.529		0.000	0.000	0.001
	N	350	350	350	350	350	350	350	350	350	342	342	350
IOCB	Pearson Correlation	.205**	-.235**	0.047	.259**	.109*	-0.039	.166**	.152**	.215**	1	.561**	.205**
	Sig. (2-tailed)	0.000	0.000	0.385	0.000	0.044	0.472	0.002	0.005	0.000		0.000	0.000
	N	342	342	342	342	342	342	342	342	342	342	342	342
OOCB	Pearson Correlation	0.217	-.340**	.355**	.321**	-0.098	.222**	.421**	-.111*	.300**	.561**	1	0.088
	Sig. (2-tailed)	0.000	0.000	0.000	0.000	0.069	0.000	0.000	0.041	0.000	0.000		0.104
	N	342	342	342	342	342	342	342	342	342	342	342	342
VSE	Pearson Correlation	-0.068	-.215**	.449**	.221**	-.217**	.286**	.467**	-0.097	.486**	.306**	.525**	1
	Sig. (2-tailed)	0.210	0.000	0.000	0.000	0.000	0.000	0.000	0.075	0.000	0.000	0.000	
	N	341	341	341	341	341	341	341	341	341	341	341	341

Notes: *p<0.05, **p<0.001

Table 8.7: Table of Inter-Correlations – *Omega*

		Negative Employee Reaction to NPM	TPC	RPC	PC Breach	PC Violation	PC Fulfilment	Affective Commitment	Continuance Commitment	Normative Commitment	IOCB	OOCB	VSE
Negative Employee Reaction to NPM	Pearson Correlation	1	-0.024	-.397**	0.083	.388**	-.393**	-.297**	.268**	-.295**	0.130	-0.052	-.194**
	Sig. (2-tailed)		0.736	0.000	0.250	0.000	0.000	0.000	0.000	0.000	0.077	0.481	0.008
	N	210	193	193	193	193	193	190	190	190	185	185	185
Transactional PC	Pearson Correlation	-0.024	1	-.377**	0.050	.331**	-.191**	-.427**	.224**	-.353**	-.281**	-.453**	-.332**
	Sig. (2-tailed)	0.736		0.000	0.488	0.000	0.008	0.000	0.002	0.000	0.000	0.000	0.000
	N	193	193	193	193	193	193	190	190	190	185	185	185
Relational PC	Pearson Correlation	-.397**	-.377**	1	-0.094	-.590**	.532**	.645**	-.295**	.561**	0.039	.339**	.401**
	Sig. (2-tailed)	0.000	0.000		0.192	0.000	0.000	0.000	0.000	0.000	0.600	0.000	0.000
	N	193	193	193	193	193	193	190	190	190	185	185	185
PC Breach	Pearson Correlation	0.385	0.050	-0.094	1	0.095	-0.052	-0.096	0.094	-0.126	0.039	0.035	-0.080
	Sig. (2-tailed)	0.01	0.488	0.192		0.190	0.476	0.190	0.199	0.083	0.595	0.634	0.278
	N	193	193	193	193	193	193	190	190	190	185	185	185
PC Violation	Pearson Correlation	.388**	.331**	-.590**	0.095	1	-.674**	-.509**	.317**	-.430**	-0.006	-.267**	-.316**
	Sig. (2-tailed)	0.000	0.000	0.000	0.190		0.000	0.000	0.000	0.000	0.937	0.000	0.000
	N	193	193	193	193	193	193	190	190	190	185	185	185
PC Fulfilment	Pearson Correlation	-.393**	-.191**	.532**	-0.052	-.674**	1	.476**	-.196**	.409**	-0.017	.202**	.313**
	Sig. (2-tailed)	0.000	0.008	0.000	0.476	0.000		0.000	0.007	0.000	0.820	0.006	0.000
	N	193	193	193	193	193	193	190	190	190	185	185	185
Affective Commitment	Pearson Correlation	-.297**	-.427**	.645**	-0.096	-.509**	.476**	1	-.217**	.638**	0.114	.482**	.547**
	Sig. (2-tailed)	0.000	0.000	0.000	0.190	0.000	0.000		0.003	0.000	0.121	0.000	0.000
	N	190	190	190	190	190	190	190	190	190	185	185	185
Continuance Commitment	Pearson Correlation	.268**	.224**	-.295**	0.094	.317**	-.196**	-.217**	1	-0.109	-0.019	-0.072	-.171*
	Sig. (2-tailed)	0.000	0.002	0.000	0.199	0.000	0.007	0.003		0.133	0.802	0.327	0.020
	N	190	190	190	190	190	190	190	190	190	185	185	185
Normative Commitment	Pearson Correlation	-.295**	-.353**	.561**	-0.126	-.430**	.409**	.638**	-0.109	1	.145*	.374**	.552**
	Sig. (2-tailed)	0.000	0.000	0.000	0.083	0.000	0.000	0.000	0.133		0.049	0.000	0.000
	N	190	190	190	190	190	190	190	190	190	185	185	185
Individual OCB	Pearson Correlation	0.130	-.281**	0.039	0.039	-0.006	-0.017	0.114	-0.019	.145*	1	.496**	.303**
	Sig. (2-tailed)	0.077	0.000	0.600	0.595	0.937	0.820	0.121	0.802	0.049		0.000	0.000
	N	185	185	185	185	185	185	185	185	185	185	185	185
Organisational OCB	Pearson Correlation	-0.052	-.453**	.339**	0.035	-.267**	.202**	.482**	-0.072	.374**	.496**	1	.513**
	Sig. (2-tailed)	0.481	0.000	0.000	0.634	0.000	0.006	0.000	0.327	0.000	0.000		0.000
	N	185	185	185	185	185	185	185	185	185	185	185	185
VSE	Pearson Correlation	-.194**	-.332**	.401**	-0.080	-.316**	.313**	.547**	-.171*	.552**	.303**	.513**	1
	Sig. (2-tailed)	0.008	0.000	0.000	0.278	0.000	0.000	0.000	0.020	0.000	0.000	0.000	
	N	185	185	185	185	185	185	185	185	185	185	185	185

Notes: *p<0.05, **p<0.001

8.4 The Relationship between Negative Employee Reaction to NPM Inspired Change (Index Measure) and the Dependent Variables

The relationship between the negative employee reaction to NPM inspired change, using the independent variable form of the 'Index of Negative NPM Inspired Change' and the dependent variables; the PC, commitment and OCB, was examined using a hierarchical regression. This assessed the ability of negative employee reaction to NPM inspired change to predict the levels of the dependent variables, after controlling for the influence of job level, part-time/full-time hours, contract type, tenure, gender, education and trade union membership. Other control measures were considered such as religion, ethnicity, nationality and disability but were discounted due to non-viable data numbers. Preliminary analyses were conducted to ensure no violation of the assumptions of normality, linearity, multicollinearity and homoscedasticity. The outcomes from this hierarchical regression analyses are presented in Table 8.8 for *Alpha* and Table 8.9 for *Omega*.

Table 8.8 Hierarchical Regression Analysis between Negative Employee Reaction to NPM Inspired Change and the Dependent Variables at *Alpha*

	B	SE B	P	F	R^2	F Change	df	df2	R^2 Change	Sig. F Change
TPC	21.423	2.200	0.000	4.529	0.100	0.076	1	327	0.000	0.783
RPC	32.368	2.697	0.000	13.874	0.253	97.031	1	327	0.222	0.000
PC Breach	12.288	1.556	0.000	15.105	0.270	95.967	1	327	0.214	0.000
PC Violation	4.959	1.426	0.001	9.706	0.192	62.575	1	327	0.155	0.000
PC Fulfilment	8.405	0.681	0.000	9.669	0.191	61.301	1	327	0.152	0.000
Normative Commitment	18.756	1.827	0.000	3.676	0.083	17.026	1	327	0.048	0.000
Continuance Commitment	14.568	1.783	0.000	7.399	0.153	32.437	1	327	0.084	0.000
Affective Commitment	21.065	1.788	0.000	3.791	0.085	18.431	1	327	0.052	0.000
IOCB	30.715	1.734	0.000	2.341	0.054	15.106	1	327	0.044	0.000
OOCB	30.445	1.859	0.000	2.593	0.060	0.009	1	327	0.000	0.924

Note: Significant at p<0.05

Table 8.9 Hierarchical Regression Analysis between Negative Employee Reaction to NPM Inspired Change and the Dependent Variables at *Omega*

	B	SE B	P	F	R^2	F Change	Df	df2	R^2 Change	Sig. F Change
TPC	28.358	3.243	0.000	2.355	0.098	0.040	1	174	0.000	0.842
RPC	46.984	3.607	0.000	7.244	0.250	36.339	1	174	0.157	0.000
PC Breach	12.015	1.613	0.000	6.953	0.242	34.163	1	174	0.149	0.000
PC Violation	9.299	2.156	0.000	4.925	0.185	28.012	1	174	0.131	0.000
PC Fulfilment	8.907	1.009	0.000	6.732	0.236	37.659	1	174	0.165	0.000
Normative Commitment	26.996	2.716	0.000	3.739	0.147	17.696	1	174	0.087	0.000
Continuance Commitment	6.442	2.723	0.019	3.943	0.153	10.145	1	174	0.049	0.002
Affective Commitment	29.313	2.514	0.000	5.992	0.216	23.617	1	174	0.106	0.000
IOCB	15.109	2.074	0.000	1.352	0.059	3.517	1	174	0.019	0.062
OOCB	23.599	2.558	0.000	5.212	0.193	2.345	1	174	0.011	0.127

Note: Significant at p<0.05

8.4.1 The Relationship between Negative Employee Reaction to NPM Inspired Change and the Psychological Contract

H1a: *Negative employee reaction to NPM inspired change will have a positive relationship with the TPC: as employee reaction become more negative, the TPC increases.*

For *Alpha*, the control variables were entered in Step 1 of the hierarchical regression analysis, explaining 10% of the variance in the TPC. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 10%, $R^2=0.100$, F change(1,327)=0.076, p<0.785. As this was non-significant, negative employee reaction to NPM change did not account for any of the variance in the TPC.

For *Omega*, the control variables were entered in Step 1 of the hierarchical regression analysis, explaining 9.7% of the variance in the TPC. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 9.8%, $R^2=0.098$, F change(1,174)=0.040, p<0.842. As this was non-significant, negative employee reaction to NPM change did not account for any of the variance in the TPC.

As negative employee reaction to NPM change did not account for any of the variance in the TPC at either *Alpha* or *Omega,* H1a was therefore not supported.

H1b: *Negative employee reaction to NPM inspired change will have a negative relationship with the RPC; as employee reaction become more negative, the RPC decreases.*

For *Alpha*, the control variables explained 3.2% of the variance in the RPC. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 25.3%, $R^2=0.253$, F(1,327)=13.874, p<0.001. Therefore, negative employee reaction to NPM change explained an additional 22.2% of the

variance in the RPC, R^2 change=0.222, F change(1,327)=97.031, p<0.001. As the correlation between the RPC and negative employee reaction to NPM change was negative (-0.334), negative employee reaction to NPM inspired change therefore resulted in a 22.2% decrease in the RPC.

For *Omega*, the control variables explained 9.3% of the variance in the RPC. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 25%, R^2=0.250, F(1,174)=7.244, p<0.001. Therefore negative employee reaction to NPM change explained an additional 15.7% of the variance in the RPC, R^2 change=0.157, F change(1,174)=36.339, p<0.001. As the correlation between the RPC and negative employee reaction to NPM change was negative (-0.397), negative employee reaction to NPM inspired change therefore resulted in a 15.7% decrease in the RPC.

As negative employee reaction to NPM inspired change resulted in a decrease in the RPC of 22.2% at *Alpha* and 15.7% at *Omega,* H1b was therefore supported.

H1c: *Negative employee reaction to NPM inspired change will have a positive relationship with PC breach: as employee reaction become more negative, the level of PC breach will increase.*

For *Alpha*, the control variables explained 5.6% of the variance in PC breach. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 27%, R^2=0.270, F(1,327)=15.105, p<0.001. Therefore, negative employee reaction to NPM change explained an additional 21.4% of the variance in PC breach, R^2 change=0.214, F change(1,327)=95.967, p<0.001. As the correlation between PC breach and negative employee reaction to NPM inspired change was positive (0.117), negative employee reaction to NPM change therefore resulted in a 21.4% increase in PC breach.

For *Omega*, the control variables explained 9.3% of the variance in PC breach. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance

explained by the model as a whole was 24.2%, R^2=0.242, $F(1,174)$=6.953, p<0.000. Therefore, negative employee reaction to NPM change explained an additional 14.9% of the variance in PC breach, R^2 change=0.149, F change$(1,174)$=34.163, p<0.001. As the correlation between PC breach and negative employee reaction to NPM change was positive (0.385), negative employee reaction to NPM change therefore resulted in a 14.9% increase in PC breach.

As negative employee reaction to NPM inspired change resulted in an increase in PC breach of 21.4% at *Alpha* and 14.9% at *Omega,* H1c was therefore supported.

H1d: *Negative employee reaction to NPM inspired change will have a positive relationship with PC violation: as employee reaction become more negative, the level of PC violation will increase.*

For *Alpha*, the control variables explained 3.7% of the variance in PC violation. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 19.2%, R^2=0.192, $F(1,327)$=9.706, p=0.001. Therefore, negative employee reaction to NPM change explained an additional 15.5% of the variance in PC violation, R^2 change=0.155, F change$(1,327)$=62.575, p<0.001. As the correlation between PC violation and negative employee reaction to NPM change was positive (0.288), negative employee reaction to NPM change therefore resulted in a 15.5% increase in PC violation.

For *Omega*, the control variables explained 5.3% of the variance in PC violation. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 18.5%, R^2=0.185, $F(1,174)$=4.925, p<0.001. Therefore, negative employee reaction to NPM change explained an additional 13.1% of the variance in PC violation, R^2 change=0.131, F change$(1,174)$=28.012, p<0.001. As the correlation between PC violation and negative employee reaction to NPM change was positive (0.388), negative employee reaction to NPM change therefore resulted in a 13.1% increase in PC violation.

As negative employee reaction to NPM inspired change resulted in an increase in PC violation of 15.5% at *Alpha* and 13.1% at *Omega,* H1d was therefore supported.

H1e: *Negative employee reaction to NPM inspired change will have a negative relationship with PC fulfilment: as employee reaction become more negative, the level of PC fulfilment will decrease.*

For *Alpha*, the control variables explained 4% of the variance in PC fulfilment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 19.1%, $R^2=0.191$, $F(1,327)=9.669$, $p<0.001$. Therefore negative employee reaction to NPM change explained an additional 15.2% of the variance in PC fulfilment, R^2 change=0.152, F change$(1,327)=61.301$, $p<0.001$. As the correlation between PC fulfilment and negative employee reaction to NPM change was negative (-0.270), negative employee reaction to NPM change therefore resulted in a 15.2% decrease in PC fulfilment.

For *Omega*, the control variables explained 7.1% of the variance in PC fulfilment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 23.6%, $R^2=0.236$, $F(1,174)=6.732$, $p<0.001$. Therefore negative employee reaction to NPM change explained an additional 16.5% of the variance in PC fulfilment, R^2 change=0.165, F change$(1,174)=37.659$, $p<0.001$. As the correlation between PC fulfilment and negative employee reaction to NPM change was negative (-0.393), negative employee reaction to NPM change therefore resulted in a 16.5% decrease in PC fulfilment.

As negative employee reaction to NPM inspired change resulted in a decrease in PC fulfilment of 15.2% at *Alpha* and 16.5% at *Omega,* H1e was therefore supported.

8.4.2 The Relationship between Negative Employee Reaction to NPM Inspired Change and Commitment

H2a: Negative employee reaction to NPM inspired change will have a negative relationship with normative commitment: as employee reaction become more negative, the level of the normative commitment will decrease.

For *Alpha*, the control variables explained 3.5% of the variance in normative commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 8.3%, $R^2=0.083$, $F(1,327)=3.676$, $p<0.001$. Therefore negative employee reaction to NPM change explained an additional 4.8% of the variance in normative commitment, R^2 change=0.048, F change$(1,327)=17.026$, $p<0.001$. As the correlation between normative commitment and negative employee reaction to NPM change was negative (-0.177), negative employee reaction to NPM change therefore resulted in a 4.8% decrease in normative commitment.

For *Omega*, the control variables explained 6% of the variance in normative commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 14.7%, $R^2=0.147$, $F(1,174)=3.739$, $p<0.001$. Therefore, negative employee reaction to NPM change explained an additional 8.7% of the variance in normative commitment, R^2 change=0.087, F change$(1,174)=17.696$, $p<0.001$. As the correlation between normative commitment and negative employee reaction to NPM change was negative (-0.295), negative employee reaction to NPM change therefore resulted in an 8.7% decrease in normative commitment.

As negative employee reaction to NPM inspired change resulted in a decrease in normative commitment of 4.8% at *Alpha* and 8.7% at *Omega,* H2a was therefore supported.

H2b: Negative employee reaction to NPM inspired change will have a positive relationship with continuance commitment: as employee reaction become more negative, the level of continuance commitment will increase.

For *Alpha*, the control variables explained 6.9% of the variance in continuance commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 15.3%, $R^2=0.153$, $F(1,327)=7.399$, $p<0.001$. Therefore, negative employee reaction to NPM change explained an additional 8.4% of the variance in continuance commitment, R^2 change=0.084, F change$(1,327)=32.437$, $p<0.001$. As the correlation between continuance commitment and negative employee reaction to NPM change was positive (0.272), negative employee reaction to NPM change therefore resulted in an 8.4% increase in continuance commitment.

For *Omega*, the control variables explained 10.4% of the variance in continuance commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 15.3%, $R^2=0.153$, $F(1,174)=3.943$, $p<0.05$. Therefore, negative employee reaction to NPM change explained an additional 4.9% of the variance in continuance commitment, R^2 change=0.049, F change$(1,174)=10.145$, $p<0.05$. As the correlation between continuance commitment and negative employee reaction to NPM change was positive (0.268), negative employee reaction to NPM change therefore resulted in a 4.9% increase in continuance commitment.

As negative employee reaction to NPM inspired change resulted in an increase in continuance commitment of 8.4% at *Alpha* and 4.9% at *Omega,* H2b was therefore supported.

H2c: Negative employee reaction to NPM inspired change will have a negative relationship with affective commitment: as employee reaction become more negative, the level of the affective commitment will decrease.

For *Alpha*, the control variables explained 3.3% of the variance in affective commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 8.5%, $R^2=0.085$, $F(1,327)=3.791$, $p<0.001$. Therefore, negative employee reaction to NPM change explained an additional 5.2% of the variance in affective commitment, R^2 change=0.052, F change(1,327)=18.431, $p<0.001$. As the correlation between affective commitment and negative employee reaction to NPM change was negative (-0.134), negative employee reaction to NPM change therefore resulted in a 5.2% decrease in affective commitment.

For *Omega*, the control variables explained 11% of the variance in affective commitment. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 21.6%, $R^2=0.216$, $F(1,174)=5.992$, $p<0.001$ Therefore negative employee reaction to NPM change explained an additional 10.6% of the variance in affective commitment, R^2 change=0.106, F change(1,174)=23.617, $p<0.001$. As the correlation between affective commitment and negative employee reaction to NPM change was negative (-0.297) negative employee reaction to NPM change therefore resulted in a 10.6% decrease in affective commitment.

As negative employee reaction to NPM inspired change resulted in a decrease in affective commitment of 5.2% at *Alpha* and 10.6% at *Omega,* H2c was therefore supported.

8.4.3 The Relationship Between Negative Employee Reaction to NPM Inspired Change and OCB

H3a: Negative employee reaction to NPM inspired change will have a negative relationship with individual OCB: as employee reaction become more negative, the level of individual OCB will decrease.

For *Alpha*, the control variables explained 1% of the variance in IOCB. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 5.4%, $R^2=0.054$, $F(1,327)=2.341$, $p<0.001$. Therefore, negative employee reaction to NPM change explained an additional 4.4% of the variance in IOCB, R^2 change=0.044, F change$(1,327)=15.106$, $p<0.001$. As the correlation between IOCB and negative employee reaction to NPM change was positive (0.217) negative employee reaction to NPM change therefore resulted in a 4.4% increase in IOCB.

For *Omega*, the control variables explained 3.9% of the variance in IOCB. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 5.9%, $R^2=0.059$, $F(1,174)=1.352$, $p<0.001$. However, R^2 change=0.019, F change$(1,174)=3.517$, $p=0.062$ was not significant and therefore negative employee reaction to NPM change did not have a significant impact on IOCB.

As negative employee reaction to NPM inspired change did not result in a decrease in IOCB at either organisation, H3a was therefore not supported.

H3b: *Negative employee reaction to NPM inspired change will have a negative relationship with organisational OCB: as employee reaction become more negative, the level of organisational OCB will decrease.*

For *Alpha*, the control variables explained 6% of the variance in OOCB. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 6%, $R^2=0.060$, $F(1,327)=1.593$, $p<0.001$. R^2 change=0.000, F change$(1,327)=0.009$, $p=0.924$ was not significant and therefore negative employee reaction to NPM change did not have a significant impact on OOCB.

For *Omega*, the control variables explained 18.2% of the variance in OOCB. After entry of the Index of Negative NPM Inspired Change in Step 2, the total variance explained by the model as a whole was 19.3%, $R^2=0.193$, $F(1,174)=5.212$, $p<0.001$.

R^2 change=0.011, F change(1,175)=2.345, p=0.127 was not significant and therefore negative employee reaction to NPM change did not have a significant impact on OOCB.

As negative employee reaction to NPM inspired change did not have a significant relationship with OOCB at either organisation, H3b was therefore not supported.

8.4.4 Hypotheses Summary for the Relationship between the Independent and Dependent Variables

Table 8.10 Summary of Research Hypotheses Results for *Alpha* and *Omega*

	Hypothesis Testing for *Alpha* ✓ Supported ✗ Unsupported	Hypothesis Testing for *Omega* ✓ Supported ✗ Unsupported
H1a: TPC	✗	✗
H1b: RPC	✓	✓
H1c: PC Breach	✓	✓
H1d: PC Violation	✓	✓
H1e: PC Fulfilment	✓	✓
H2a: Normative Commitment	✓	✓
H2b: Continuous Commitment	✓	✓
H2c: Affective Commitment	✓	✓
H3a: Individual OCB	✗	✗
H3b: Organisational OCB	✗	✗

As illustrated in Table 8.10, negative employee reaction to NPM inspired change had a significant impact on seven of the dependent variables for *Alpha* and seven for *Omega*. For *Alpha*, negative employee reaction to NPM inspired change had a negative impact on the RPC, PC fulfilment, normative commitment and affective commitment while positively impacting PC breach, PC violation and continuous commitment. Similar outcomes were recorded for *Omega*. While many of the hypotheses were as expected, the levels of correlation between the variables tended to be quite small in many cases. Accordingly, it seems likely that there are other forces at play, moderating the relationship between the independent and dependent variables. The next section explores the role of the VSE in both case study organisations and determines if the VSE is moderating the impact of negative NPM inspired change in both organisations.

8.5 The Moderating Effect of the VSE

The relationship between negative employee reaction to NPM inspired change and the dependent variables is open to influence. This section explores the moderation effect of the VSE. When the employee survey was circulated in 2015, employees at both case study organisations had endured six years of cost cutting, pay cuts and general economic hardship. In light of this, it would have been plausible to expect a weak RPC and a strong TPC, coupled with high levels of perceived PC violation and low levels of PC fulfilment. Normative and affective commitment should have been greatly diminished while continuance commitment should have come to the fore. The negative employee reaction to NPM inspired change inflicted on both *Alpha* and *Omega* should have resulted in employee backlash and a decreasing sense of individual and organisational OCB. However, the descriptive statistics and the correlations with negative employee reaction to NPM change have shown that this did not occur. OCB remained strong (M=1.92, SD=0.756 at *Alpha* and M=2.00, SD=0.685 at *Omega*). Normative and affective commitment appeared resilient to the changes that had taken place. Respondents did not feel that their PC had been violated (M=4.26, SD=1.030 at *Alpha* and M=4.13, SD=1.018 at *Omega*) and it appears many felt it had actually been fulfilled (M=2.17, SD=0.957 at *Alpha* and M=2.32, SD=1.018 at *Omega)*. From the qualitative analysis in Chapters 6 and 7, it is clear that change occurred. It is also apparent that much of this change could be construed as negative from the perspective of the employee. So why such a muted reaction from this sample of respondents?

As a psychometrically validated scale for measuring the VSE had not been developed, a new VSE scale was adapted from the PSE scale. This new scale incorporated seven items and was scored on a five-point Likert scale, with responses ranging from Strongly Agree=1 to Strongly Disagree=5. Scores closer to 1 indicate high levels of VSE while mean scores closer to 5 indicate low levels of VSE. When VSE-X in Table 8.4 and Table 8.5 is examined, an overall mean of M=2.08, SD=0.910 at *Alpha* and M=2.36, SD=0.912 at *Omega* shows the existence a strong VSE within both organisations. In order to explore the effect of the VSE on the relationship between negative employee reaction to NPM change and the study variables (PC, commitment and OCB), a moderation analysis was conducted using Hayes PROCESS Macro (as

discussed in the Methodology Chapter). This identified the moderating effect of the VSE on the relationship between the independent variable (negative employee reaction to NPM inspired change-as measured via the 'Index of Negative NPM Inspired Change') and the dependent variables. Examining the dependent variables via correlations and regressions for Hypotheses 1a-g, 2a-c and 3a-b, it was found that negative employee reaction to NPM inspired change had a non-significant and/or an inconsistent relationship with the TPC, IOCB and OOCB. When the Hayes PROCESS Macro was conducted for these three variables, the outcomes were non-significant. Accordingly, a decision was taken to exclude TPC, IOCB and OOCB from the following moderation analysis discussion which focusses on the outcomes for the RPC, PC breach, violation and fulfilment along with normative, continuance and affective commitment.

8.5.1 The Moderating Effect of the VSE on the Relationship Between Negative Employee Reaction to NPM Inspired Change and the Psychological Contract

Figure 8.1 Moderation Effect of VSE on the PC
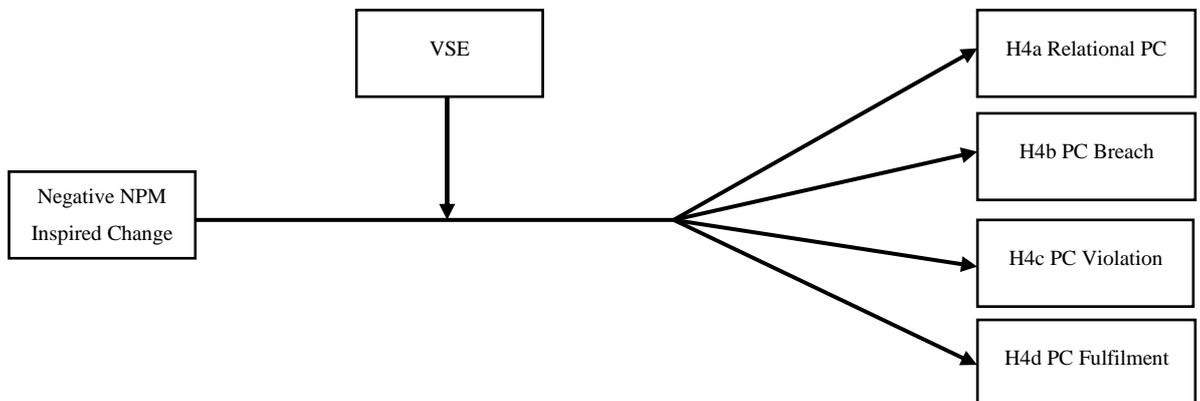
In order to test the moderating effect of the VSE for hypotheses H4a-H4e as illustrated in Figure 8.1, it was important to refer back to the description of the dependent variables in Section 8.5.2.1. In that section, it was found that mean scores closer to one indicated a strong RPC and PC fulfilment while scores closer to 5 indicated weak PC

breach and violation. For the VSE to have a logical moderating effect, it would be expected that the moderating effect would be negative on the relationship between negative employee reaction to NPM inspired change and the RPC (H4a) and PC fulfilment (H4d) while it would be cogent to expect the inverse effect when examining the remaining hypotheses, with a positive moderating effect on the relationship between negative employee reaction to NPM change and PC breach (H4b) and violation (H4c).

H4a: The VSE will have a negative moderation effect on the relationship between negative employee reaction to NPM inspired change and the RPC; that is, at all levels of VSE, the VSE will negatively impact the relationship between negative employee reaction to NPM inspired change and the RPC.

Table 8.11 (*Alpha)* and Table 8.12 (*Omega)* present the moderation effect of the VSE on the relationship between negative employee reaction to NPM inspired change and the RPC. For *Alpha*, $R^2=0.39$ and therefore, VSE is responsible for 39% of the variance in the relationship between the RPC and negative employee reaction to NPM change. For every 1 unit increase in VSE, there is a 0.67 increase in the RPC. Where VSE is high, negative employee reaction to NPM change results in a 0.73 reduction in the mean scores for the RPC (b=-0.73, t(337)=-6.42, p<0.001). Where VSE is low, negative employee reaction to NPM change results in a 1 unit reduction in the scores for the RPC (b=-1.00, t(337)=-0.878, p<0.001). For *Omega*, $R^2=0.28$, with the VSE accounting for 28% of the variance in the relationship between the RPC and negative employee reaction to NPM change. For every 1 unit increase in the VSE, there is a 0.43 increase in the mean score for the RPC. Where VSE is high, negative NPM change resulted in a 0.47 decrease in the RPC (b=-0.47, t(181)=-2.74, p<0.01). Where VSE is low, negative employee reaction to NPM change results in a 0.75 decrease in the RPC (b=-0.75, t(181)=-5.42, p<0.001). The moderation effect of the VSE was significant at all levels. Accordingly, it is evident that the VSE is having a significant moderation effect on the relationship between negative employee reaction to NPM inspired change and the RPC, thereby supporting H4a for both *Alpha* and *Omega*.

Table 8.11 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the RPC at *Alpha*

Model Summary

R	R²	MSE	F	dfl	df2	P
0.55	0.30	40.34	49.82	3.00	337.00	0.00

Model

	coeff(b)	se	T	P	LLCI	ULCI
RPC	25.29	0.34	73.35	0.00	24.61	25.97
VSE	0.67	0.07	9.47	0.00	0.53	0.81
NPM Change	-0.74	0.11	-6.92	0.00	-0.94	-0.53
Interaction	0.02	0.02	1.02	0.31	-0.02	0.06

R-square increase due to interaction(s):

	R² change	f	df1	df2	P
Interaction	0.00	1.04	1.00	337.00	0.31

$F_{(3,337)}=72.82$, $p<0.001$, $R^2=0.39$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting the RPC at each level of the VSE:

	VSE	Effect (b)	Se	t	P	LLCI	ULCI
High	-4.83	-0.73	0.11	-6.42	0.00	-0.96	-0.51
Average	0.00	-0.87	0.08	-10.24	0.00	-1.03	-0.70
Low	4.83	-1.00	0.11	-8.78	0.00	-1.23	-0.78

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.12 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the RPC at *Omega*

Model Summary

R	R²	MSE	F	dfl	df2	P
0.53	0.28	32.41	26.64	3.00	181.00	0.00

Model

	coeff(b)	Se	t	P	LLCI	ULCI
RPC	28.11	0.44	64.03	0.00	27.24	28.97
VSE	0.43	0.10	4.13	0.00	0.22	0.64
NPM Change	-0.61	0.12	-5.02	0.00	-0.84	-0.37
Interaction	-0.03	0.02	-1.45	0.15	-0.07	0.01

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.01	2.11	1.00	181.00	0.13

$F_{(3,181)}=27.94$, $p<0.001$, $R^2=0.28$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting the RPC at each level of the VSE:

	VSE	Effect (b)	Se	t	P	LLCI	ULCI
High	-4.71	-0.47	0.17	-2.74	0.01	-0.80	-0.13
Average	0.00	-0.61	0.12	-5.02	0.00	-0.84	-0.37
Low	4.71	-0.75	0.14	-5.42	0.00	-1.02	-0.47

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

H4b: The VSE will have a positive moderation effect on the relationship between negative employee reaction to NPM inspired change and PC Breach; that is, at all levels of VSE, the VSE will positively impact the relationship between negative employee reaction to NPM inspired change and PC Breach.

The moderation effect of the VSE on the relationship between negative employee reaction to NPM change and PC Breach is shown in Table 8.13 (*Alpha)* and Table 8.14 (*Omega*). For *Alpha*, $R^2=0.02$ and therefore, VSE is responsible for 2% of the variance in the relationship between PC breach and negative employee reaction to NPM change, suggesting a very low or non-significant moderation effect. When this effect is examined in greater detail, the weak relationship between the VSE, PC breach and negative employee reaction to NPM change is even more apparent. For every 1 unit increase in VSE, there is only a 0.05 reduction in the mean scores for PC breach. This is contrasted with a 0.30 increase in the mean scores for PC breach for every 1 unit increase in negative employee reaction to NPM change. There is a non-significant moderation effect at high levels of VSE (b=0.04, t(337)=0.65, p=0.52). At low levels of VSE, b=0.08, t(337)=2.14, p<0.05, suggesting a small but significant moderation effect. As the relationship between the VSE, PC Breach and negative employee reaction to NPM change is only significant at low levels of VSE, it is difficult to make meaningful deductions regarding the moderation effect of the VSE at *Alpha*. For *Omega*, the outcomes are much clearer. For *Omega*, $R^2=0.18$, with the VSE accounting for 18% of the variance in the relationship between PC breach and negative employee reaction to NPM change. At high levels of VSE, b=0.24, t(181)=3.19, p<0.001, whereby negative employee reaction to NPM change results in a 0.24 increase in mean scores for PC breach. At low levels of VSE, b=0.36, t(181)=6.21, p<0.001, with negative employee reaction to NPM change resulting in a 0.36 increase in scores for PC breach. From this, it is possible to deduce that the VSE is having a significant moderating effect on the relationship between PC breach and negative employee reaction to NPM change. Accordingly, while H4b was only partially supported at *Alpha*, it was fully supported at *Omega*.

Table 8.13 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Breach at *Alpha*

Model Summary

R	R²	MSE	F	dfl	df2	P
0.16	0.02	3.13	3.39	3.00	337.00	0.02

Model

	coeff(b)	se	T	p	LLCI	ULCI
PC Breach	15.81	0.10	165.90	0.00	15.62	16.00
VSE	-0.04	0.02	-1.80	0.07	-0.08	0.00
NPM Change	0.06	0.03	1.79	0.07	-0.01	0.12
Interaction	0.00	0.01	0.64	0.52	-0.01	0.02

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.00	0.41	1.00	337.00	0.52

$F_{(3,337)}=3.39$, $p<0.05$, $R^2=0.02$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting the PC breach at each level of the VSE:

	VSE	Effect (b)	Se	T	P	LLCI	ULCI
High	-4.83	0.04	0.05	0.65	0.52	-0.07	0.14
Average	0.00	0.06	0.03	1.79	0.07	-0.01	0.12
Low	4.83	0.08	0.04	2.14	0.03	0.01	0.15

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.14 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Breach at *Omega*

Model Summary

R	R²	MSE	F	dfl	df2	p
0.43	0.18	7.44	15.60	3.00	181.00	0.00

Model

	coeff(b)	Se	T	p	LLCI	ULCI
Relational PC	16.32	0.20	80.12	0.00	15.92	16.73
VSE	-0.05	0.04	-1.24	0.22	-0.14	0.03
NPM Change	0.30	0.05	5.72	0.00	0.20	0.40
Interaction	0.01	0.01	1.58	0.12	0.00	0.03

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.01	2.49	1.00	181.00	0.12

$F_{(3,181)}=15.60$, $p<0.001$, $R^2=0.18$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting PC breach at each level of the VSE:

	VSE	Effect (b)	Se	T	P	LLCI	ULCI
High	-4.71	0.24	0.07	3.19	0.00	0.09	0.38
Average	0.00	0.30	0.05	5.72	0.00	0.20	0.40
Low	4.71	0.36	0.06	6.21	0.00	0.25	0.48

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

H4c: *The VSE will have a positive moderation effect on the relationship between negative employee reaction to NPM inspired change and PC violation; that is, at all levels of VSE, the VSE will positively impact the relationship between negative employee reaction to NPM inspired change and PC violation.*

The moderation effect of the VSE on the relationship between negative employee reaction to NPM inspired change and PC violation is shown in Table 8.15 (*Alpha*) and Table 8.16 (*Omega*). For *Alpha*, $R^2=0.13$ and therefore, VSE accounts for 13% of the variance in the relationship between PC violation and negative employee reaction to NPM change. For every 1 unit increase in VSE, there is a 0.16 reduction in the mean scores for PC violation. For every 1 unit increase in negative employee reaction to NPM change, there is a 0.34 increase in PC violation. At high levels of VSE, negative employee reaction to NPM change results in a 0.25 increase in mean scores for PC violation ($b=0.25$, $t(337)=2.16$, $p<0.05$). At low levels of VSE, negative employee reaction to NPM change results in a 0.42 increase in PC violation ($b=0.42$, $t(337)=3.89$, $p<0.001$). Based on these outcomes, the moderating effect of the VSE on the relationship between PC violation and negative employee reaction to NPM change is very apparent. $b=0.08$, $t(337)=2.14$, $p<0.05$, suggesting a small but significant moderation effect. For *Omega*, $R^2=0.25$, suggesting a stronger moderation effect compared to *Alpha*, with the VSE accounting for 25% of the variance in the relationship between PC violation and negative employee reaction to NPM change. At high levels of VSE, $b=0.19$, $t(181)=2.14$, $p<0.05$, with negative employee reaction to NPM change resulting in a 0.19 increase in mean scores for PC violation. At low levels of VSE, $b=0.50$, $t(181)=7.16$, $p<0.001$, with negative employee reaction to NPM change resulting in a 0.50 increase in scores for PC violation. The larger gap in the effect of negative employee reaction to NPM change and PC violation confirms the stronger moderation effect of the VSE at *Omega*. As the moderation effect of the VSE was significant for both *Alpha* and *Omega*, H4c is fully supported.

Table 8.15 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Violation at *Alpha*

Model Summary

R	R²	MSE	F	Dfl	df2	P
0.36	0.13	13.05	10.65	3.00	337	0.00

Model

	coeff(b)	se	T	P	LLCI	ULCI
PC Violation	16.99	0.20	86.09	0.00	16.60	17.38
VSE	-0.16	0.04	-3.47	0.00	-0.24	-0.07
NPM Change	0.34	0.08	4.39	0.00	0.19	0.49
Interaction	0.02	0.02	1.03	0.31	-0.02	0.05

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.01	1.05	1.00	181.00	0.31

$F_{(3,337)}=10.65$, $p<0.001$, $R^2=0.13$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting the PC violation at each level of the VSE:

	VSE	Effect (b)	Se	T	p	LLCI	ULCI
High	-4.83	0.25	0.12	2.16	0.03	0.02	0.48
Average	0.00	0.34	0.08	4.39	0.00	0.19	0.49
Low	4.83	0.42	0.11	3.89	0.00	0.21	0.64

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.16 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Violation at *Omega*

Model Summary

R	R²	MSE	F	Dfl	df2	P
0.50	0.25	10.95	26.90	3.00	181.00	0.00

Model

	coeff(b)	se	t	P	LLCI	ULCI
PC Violation	16.51	0.25	65.75	0.00	16.01	17.01
VSE	-0.15	0.05	-2.97	0.00	-0.25	-0.05
NPM Change	0.34	0.07	5.20	0.00	0.21	0.47
Interaction	0.03	0.01	3.67	0.00	0.02	0.05

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.03	13.45	1.00	181.00	0.00

$F_{(3,181)}=26.90$, $p<0.001$, $R^2=0.25$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting PC violation at each level of the VSE:

	VSE	Effect (b)	Se	T	p	LLCI	ULCI
High	-4.71	0.19	0.09	2.14	0.03	0.01	0.36
Average	0.00	0.34	0.07	5.20	0.00	0.21	0.47
Low	4.71	0.50	0.07	7.16	0.00	0.36	0.64

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Hypothesis H4d: *The VSE will have a negative moderation effect on the relationship between negative employee reaction to NPM inspired change and PC fulfilment; that is, at all levels of VSE, the VSE will negatively impact the relationship between negative employee reaction to NPM inspired change and PC fulfilment.*

Table 8.17 (*Alpha)* and Table 8.18 (*Omega*) present the moderation effect of the VSE on the relationship between negative employee reaction to NPM inspired change and PC fulfilment. For *Alpha*, $R^2 = 0.17$ and therefore, VSE is responsible for 17% of the variance in the relationship between the PC fulfilment and negative employee reaction to NPM change. For every 1 unit increase in VSE, there is a 0.10 increase in the mean scores for PC fulfilment while for every 1 unit increase in negative employee reaction to NPM change, there is a 0.15 reduction in PC fulfilment. When VSE is high, b=-0.08, $t(337)=-6.42$, $p<0.001$, meaning that negative employee reaction to NPM change results in a 0.08 reduction in the mean scores for the PC fulfilment. When VSE is low, b=-0.22, $t(337)=-4.82$, $p<0.001$, with negative employee reaction to NPM change resulting in a 0.22 reduction in PC fulfilment. For *Omega*, $R^2 = 0.24$, with the VSE accounting for 24% of the variance in the relationship between the PC fulfilment and negative employee reaction to NPM change, again suggesting that VSE has a slightly stronger moderation effect compared to *Alpha*. For every 1 unit increase in the VSE, there is a 0.08 increase in the mean score for the PC fulfilment. For every 1 unit increase in negative employee reaction to NPM change, there is a 0.17 reduction in PC fulfilment. When VSE is high, negative NPM change resulted in a 0.11 decrease in the PC fulfilment (b=-0.11, $t(181)=-2.80$, p=0.01). Where VSE is low, negative employee reaction to NPM change results in a 0.24 decrease in the PC fulfilment (b=-0.24, $t(181)=-5.90$, $p<0.001$). Based on these statistics, it is evident that VSE is having a significant moderation effect on the relationship between negative employee reaction to NPM change and the PC fulfilment, thereby supporting H4d for both *Alpha* and *Omega*

Table 8.17 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Fulfilment at *Alpha*

Model Summary						
R	R²	MSE	F	dfl	df2	P
0.41	0.17	2.79	15.34	3.00	337.00	0.00
Model						
	coeff(b)	se	t	p	LLCI	ULCI

PC Fulfilment	4.30	0.09	47.25	0.00	4.12	4.48
VSE	0.10	0.02	4.43	0.00	0.05	0.14
NPM Change	-0.15	0.03	-4.67	0.00	-0.22	-0.09
Interaction	-0.02	0.01	-1.95	0.05	-0.03	0.00

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.02	3.80	1.00	337.00	0.05

$F_{(3,337)}=15.4$, $p<0.001$, $R^2=0.17$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting PC fulfilment at each level of the VSE:

	VSE	Effect (b)	Se	T	p	LLCI	ULCI
High	-4.83	-0.08	0.05	-1.53	0.13	-0.18	0.02
Average	0.00	-0.15	0.03	-4.67	0.00	-0.22	-0.09
Low	4.83	-0.22	0.05	-4.82	0.00	-0.32	-0.13

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.18 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and the PC Fulfilment at *Omega*

Model Summary

R	R²	MSE	F	dfl	df2	P
0.49	0.24	2.70	19.73	3.00	181.00	0.00

Model

	coeff(b)	se	t	P	LLCI	ULCI
PC Fulfilment	4.59	0.12	37.09	0.00	4.35	4.84
VSE	0.08	0.03	2.76	0.01	0.02	0.13
NPM Change	-0.17	0.03	-5.52	0.00	-0.24	-0.11
Interaction	-0.01	0.01	-2.58	0.01	-0.02	0.00

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.02	6.64	1.00	181.00	0.01

$F_{(3,181)}=19.73$, $p<0.001$, $R^2=0.24$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting PC fulfilment at each level of the VSE:

	VSE	Effect (b)	Se	T	p	LLCI	ULCI
High	-4.71	-0.11	0.04	-2.80	0.01	-0.19	-0.03
Average	0.00	-0.17	0.03	-5.52	0.00	-0.24	-0.11
Low	4.71	-0.24	0.04	-5.90	0.00	-0.32	-0.16

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

8.5.2 The Moderating Effect of VSE on Commitment

In order to examine the moderating effect of the VSE on normative, continuance and affective commitment, a regression analysis was conducted using Hayes PROCESS Macro. Reference to Table 8.6 and Table 8.7 confirmed that all three forms of commitment included in this study had a significant correlation with negative employee reaction to NPM change and were therefore merit inclusion in the moderation analysis, Hypotheses 4e-g are illustrated in Figure 8.2.

Figure 8.2 Moderation Effect of VSE on Commitment
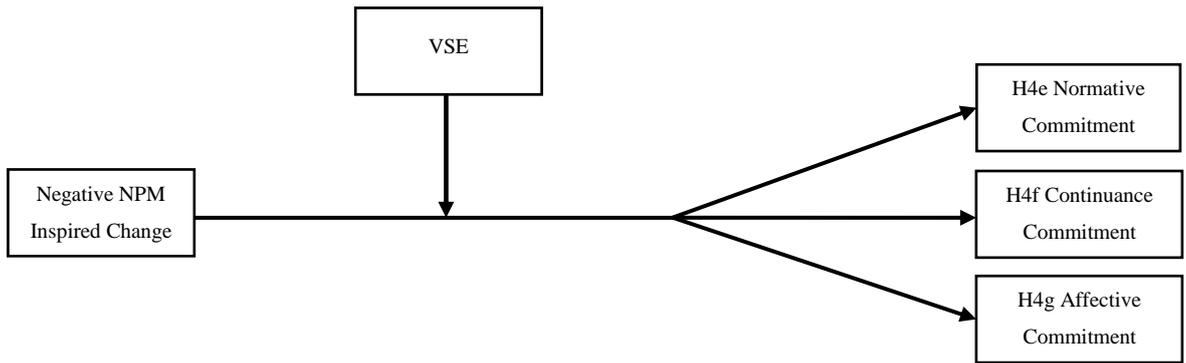
To explore the expected outcomes for the moderation effect of the VSE on commitment, reference is made to the description of DVs in Section 8.7/8. On these three scales, mean scores closer to one would indicate high levels of normative, continuance and affective commitment. The moderating effect of the VSE for normative and affective commitment is expected to be negative while it is expected to be positive for continuance commitment.

Hypothesis H4e: The VSE will have a negative moderation effect on the relationship between negative employee reaction to NPM inspired change and normative commitment; that is, at all levels of VSE, the VSE will negatively impact the relationship between negative employee reaction to NPM inspired change and normative commitment

Table 8.19 (*Alpha*) and Table 8.20 (*Omega)* present the moderation effect of the VSE on the relationship between negative employee reaction to NPM change and normative commitment. For *Alpha*, $R^2=0.26$ and therefore, VSE is responsible for 26% of the variance in the relationship between normative commitment and negative employee reaction to NPM change. For every 1 unit increase in VSE, there is a 0.45 increase in the mean scores for normative commitment while for every 1 unit increase in negative employee reaction to NPM change, there is a 0.21 decrease in normative commitment. When VSE is high, b=-0.16, t(337)=-1.68, p<0.09 and therefore there is a non-significant moderation effect of the VSE on the relationship between normative commitment and negative employee reaction to NPM change, with p falling above the 0.05 level. At average levels of VSE, b=-0.21, t(337)=-3.14, p<0.001, where negative

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NPM change results in a -0.21 decrease in mean scores for normative commitment. At low levels of VSE, b=-0.27, t(337)=-3.00, p<0.001 with negative NPM change resulting in a 0.27 reduction in normative commitment scores. Accordingly, while VSE is non-significant at high levels, it is having a moderating effect on the relationship between normative commitment and negative employee reaction to NPM change at average and low levels. Similar outcomes were recorded for *Omega*, where R^2=0.35 and VSE accounted for 35% of the variance in the relationship between the other two variables. Again, the moderating effect was non-significant at high levels of VSE with p=0.13. At average levels of VSE, negative NPM change resulted in a 0.25 reduction in mean scores for normative commitment (b=-0.25, t(181)=-3.38, p<0.001) while at low levels of VSE, it accounted for a 0.35 decrease in normative commitment (b=-0.35, t(181)=-3.81, p<0.001). Therefore, while not fully supported, H4e was supported at average and low levels of VSE at both *Alpha* and *Omega*.

Table 8.19 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Normative Commitment at *Alpha*

Model Summary						
R	R^2	MSE	F	Dfl	df2	P
0.51	0.26	15.78	37.31	3.00	337.00	0.00

Model						
	coeff(b)	se	t	P	LLCI	ULCI
Normative Commitment	16.75	0.22	77.51	0.00	16.33	17.18
VSE	0.45	0.05	9.96	0.00	0.36	0.54
NPM Change	-0.21	0.07	-3.14	0.00	-0.35	-0.08
Interaction	-0.01	0.01	-0.84	0.40	-0.04	0.01

R-square increase due to interaction(s):					
	R^2 change	F	df1	df2	P
Interaction	0.00	0.70	1.00	337.00	0.40

F(3,337)=37.31, p<0.001, R^2=0.26

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting normative commitment at each level of the VSE:

	VSE	Effect (b)	se	t	p	LLCI	ULCI
High	-4.83	-0.16	0.10	-1.68	0.09	-0.35	0.03
Average	0.00	-0.21	0.07	-3.14	0.00	-0.35	-0.08
Low	4.83	-0.27	0.09	-3.00	0.00	-0.44	-0.09

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.20 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Normative Commitment at *Omega*

Model Summary						
R	R^2	MSE	F	Dfl	df2	P
0.59	0.35	14.54	44.25	3.00	181.00	0.00

Model	coeff(b)	se	t	P	LLCI	ULCI
Normative Commitment	18.32	0.29	63.72	0.00	17.75	18.89
VSE	0.48	0.07	6.68	0.00	0.34	0.63
NPM Change	-0.25	0.07	-3.38	0.00	-0.40	-0.11
Interaction	-0.02	0.01	-1.48	0.14	-0.05	0.01

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.01	2.18	1.00	181.00	0.14

$F(3,181)=44.25$, $p<0.001$, $R^2=0.35$

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting normative at each level of the VSE:

	VSE	Effect (b)	se	t	p	LLCI	ULCI
High	-4.71	-0.16	0.10	-1.52	0.13	-0.37	0.05
Average	0.00	-0.25	0.07	-3.38	0.00	-0.40	-0.11
Low	4.71	-0.35	0.09	3.81	0.00	-0.53	-0.17

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

H4f: The VSE will have a positive moderation effect on the relationship between negative employee reaction to NPM inspired change and continuance commitment; that is, at all levels of VSE, the VSE will positively impact the relationship between negative employee reaction to NPM inspired change and continuance commitment.

Table 8.21 (*Alpha)* and Table 8.22 (*Omega)* present the moderation effect of the VSE on the relationship between negative employee reaction to NPM inspired change and continuance commitment. At *Alpha*, $R^2=0.08$, indicating that the VSE responsible for 8% of the variance in the relationship between continuance commitment and negative employee reaction to NPM change. There was a non-significant moderating effect of the VSE where b=-0.07, t(337)=-1.47, p=0.14. This was reflected at all levels of the VSE where the effect (b) was 0.39 at both high and average levels of VSE and 0.40 at low levels of VSE. For *Omega*, $R^2=0.09$, making the VSE is responsible for 9% of the variance in the relationship between continuance commitment and negative employee reaction to NPM change. In this case, the moderating effect of the VSE was small but significant. For every 1 unit increase in VSE, there is a 0.12 decrease in the mean scores for continuance commitment and for every 1 unit increase in negative employee reaction to NPM change, there is a 0.30 increase in continuance commitment. When VSE is high, b=0.28, t(181)=2.15, p<0.05 and negative employee reaction to NPM change results in a 0.28 increase in continuance commitment. When VSE is low,

b=0.32, t(181)=2.50, p<0.001, negative employee reaction to NPM change results in a 0.32 increase in commitment. From these statistics, it is apparent that while significant, the moderating effect of the VSE is low. In terms of H4f, the outcomes fully support the hypothesis for *Omega* but are not supported by the outcomes for *Alpha*.

Table 8.21 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Continuance Commitment at *Alpha*

Model Summary						
R	R²	MSE	F	df1	df2	P
0.29	0.08	19.86	9.06	3.00	337.00	0.00

Model						
	coeff(b)	se	t	p	LLCI	ULCI
Continuance Commitment	18.16	0.24	75.13	0.00	17.68	18.64
VSE	-0.07	0.05	-1.47	0.14	-0.17	0.03
NPM Change	0.39	0.08	4.99	0.00	0.24	0.55
Interaction	0.00	0.02	0.08	0.94	-0.03	0.03

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.00	0.01	1.00	337.00	0.94

F(3,337)=9.06, p<0.001, R²=0.08

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting continuance commitment at each level of the VSE:

	VSE	Effect (b)	se	t	p	LLCI	ULCI
High	-4.83	0.39	0.12	3.31	0.00	0.16	0.62
Average	0.00	0.39	0.08	4.99	0.00	0.24	0.55
Low	4.83	0.40	0.10	3.91	0.00	0.20	0.60

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.22 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Continuance Commitment at *Omega*

Model Summary						
R	R²	MSE	F	df1	df2	P
0.29	0.09	20.87	4.44	3.00	181.00	0.00

Model						
	coeff(b)	se	t	p	LLCI	ULCI
Continuance Commitment	17.14	0.34	50.19	0.00	16.47	17.81
VSE	-0.12	0.09	-1.40	0.16	-0.29	0.05
NPM Change	0.30	0.10	3.11	0.00	0.11	0.49
Interaction	0.00	0.02	0.24	0.81	-0.03	0.04

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.00	0.06	1.00	181.00	0.81

F(3,181)=4.44, p<0.001, R²=0.09

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting continuance commitment at each level of the VSE:

	VSE	Effect (b)	se	T	p	LLCI	ULCI
High	-4.71	0.28	0.13	2.15	0.03	0.02	0.53
Average	0.00	0.30	0.10	3.11	0.00	0.11	0.49

Low	4.71	0.32	0.13	2.50	0.01	0.07	0.57	

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Hypothesis H4g: *The VSE will have a negative moderation effect on the relationship between negative employee reaction to NPM inspired change and affective commitment; that is, at all levels of VSE, the VSE will negatively impact the relationship between negative employee reaction to NPM change and affective commitment*

The moderation effect of the VSE on the relationship between affective commitment and negative employee reaction to NPM change is presented in Table 8.23 (*Alpha)* and Table 8.24 (*Omega)*. For *Alpha*, $R^2=0.23$ and so the VSE is responsible for 23% of the variance in the relationship. For every 1 unit increase in VSE, there is a 0.43 increase in the mean scores for affective commitment while for every 1 unit increase in negative employee reaction to NPM change, there is a 0.15 reduction in affective commitment. When VSE is high, b=-0.12, t(337)=-1.15, p=0.25 and therefore there is a non-significant moderating effect of the VSE. Similar outcomes were recorded at low levels of VSE, b=-0.17, t(337)=-1.79, p=0.07. Accordingly, H4g is not supported by the outcomes for *Alpha*. For *Omega*, $R^2=0.36$, with the VSE accounting for 36% of the variance in the relationship between the affective commitment and negative employee reaction to NPM change. For every 1 unit increase in the VSE, there is a 0.45 increase in the mean score for affective commitment. For every 1 unit increase in negative employee reaction to NPM change, there is a 0.25 reduction in affective commitment. When VSE is high, b=-0.12, t(181)=-1.25, p<0.21 and therefore, the moderating effect was non-significant, with p falling above the 0.05 range. At average and low levels of VSE, a significant moderating effect was recorded. At average levels of VSE, b=-0.25, t(181)=-3.50, p<0.001 and negative NPM change resulted in a 0.25 decrease in affective commitment. At low levels of VSE, VSE b=-0.38, t(181)=-3.83 and therefore, negative NPM change resulted in a 0.38 decrease in affective commitment. As the moderating effect of the VSE was non-significant at high levels of VSE, H4g was only partially supported for *Omega*.

Table 8.23 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Affective Commitment at *Alpha*

Model Summary						
R	R²	MSE	F	dfl	df2	P
0.48	0.23	15.70	33.12	3.00	337.00	0.00

Model						
	coeff(b)	se	T	p	LLCI	ULCI
Affective Commitment	15.06	0.22	69.39	0.00	14.63	15.49
VSE	0.43	0.05	9.48	0.00	0.34	0.52
NPM Change	-0.15	0.07	-2.03	0.04	-0.29	0.00
Interaction	-0.01	0.01	-0.38	0.71	-0.03	0.02

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.00	0.14	1.00	337.00	0.74

F(3,337)=33.12, p<0.001, R²=0.23

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting affective commitment at each level of the VSE:

	VSE	Effect (b)	se	t	p	LLCI	ULCI
High	-4.83	-0.12	0.10	-1.15	0.25	-0.32	0.08
Average	0.00	-0.15	0.07	-2.03	0.04	-0.29	0.00
Low	4.83	-0.17	0.10	-1.79	0.07	-0.36	0.02

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

Table 8.24 Moderation Effect of the VSE on the Relationship between Negative Employee Reaction to NPM Inspired Change and Affective Commitment at *Omega*

Model Summary						
R	R²	MSE	F	dfl	df2	P
0.60	0.36	13.59	27.93	3.00	181.00	0.00

Model						
	coeff(b)	Se	T	p	LLCI	ULCI
Affective Commitment	16.25	0.27	59.63	0.00	15.71	16.79
VSE	0.45	0.07	6.88	0.00	0.32	0.58
NPM Change	-0.25	0.07	-3.50	0.00	-0.40	-0.11
Interaction	-0.03	0.01	-1.93	0.06	-0.06	0.00

R-square increase due to interaction(s):

	R² change	F	df1	df2	P
Interaction	0.02	3.71	1.00	181.00	0.06

F(3,181)=27.93, p<0.001, R²=0.36

Conditional effect of X on Y at values of the moderator(s) - Slopes for NPM change predicting affective commitment at each level of the VSE:

	VSE	Effect (b)	Se	t	P	LLCI	ULCI
High	-4.71	-0.12	0.10	-1.25	0.21	-0.32	0.07
Average	0.00	-0.25	0.07	-3.50	0.00	-0.40	-0.11
Low	4.71	-0.38	0.10	-3.83	0.00	-0.58	-0.19

Values for quantitative moderators are the mean and plus/minus one SD from mean.
Values for dichotomous moderators are the two values of the moderator.

8.5.3 Moderation Effect Summary:

Table 8.25 summarises the moderation effect of the VSE on the relationship between Negative Employee Reaction to NPM Inspired Change and each of the significant dependent variables.

Table 8.25 Summary of Moderation Effect of VSE

Dependent Variable	*Alpha*	*Omega*
H4a RPC	Supported	Supported
H4b PC Breach	Partially Supported	Supported
H4c PC Violation	Supported	Supported
H4d PC Fulfilment	Partially Supported	Supported
H4e Normative Commitment	Partially Supported	Partially Supported
H4f Continuance Commitment	Supported	Supported
H4g Affective Commitment	Partially Supported	Partially Supported

The VSE had a full moderation effect on the RPC, PC violation and continuance commitment while also partially moderating normative commitment and affective commitment at both organisations. Furthermore, at *Alpha*, PC breach and PC fulfilment were partially moderated while at *Omega* PC breach and PC fulfilment were fully moderated. While the VSE has a greater moderating effect at *Omega*, the latter's reaction to NPM inspired change was more negative compared to *Alpha*. The findings confirm that the presence and strength of the VSE has an effect on how employees reacted to NPM inspired change on each of the significant outcomes.

8.6 Conclusion

This chapter presented the survey findings from the two case study organisations. The analysis first focused on biographical data and descriptive statistics related to the independent variable of the 'Degree of Employee Reaction to NPM Inspired Change' and the dependent variables of PC, commitment and OCB in each organisation. Secondly, it operationalised the conceptual framework introduced in Chapter 4 to test research hypotheses, via hierarchical regression, on the employee reaction to NPM inspired change, using the summative measure, 'Index of Negative NPM Inspired Change'. These hypotheses explored the potentially negative effects of such change on employee psychological contract, commitment and OCB. Finally, moderation analysis was used to test hypotheses relating to the potential moderating effect of the

VSE, which was theorised to have an important interaction effect on how employees reacted to this negative NPM inspired change.

The findings showed differences and similarities between the two NPVCS organisations who operate in the same Irish sub sectoral area of physical and sensory disabilities. In terms of demographics, the sample respondents in both were predominantly female, Caucasian, Irish, and Christian. Concrete evidence of NPM inspired change occurring was recorded in both organisations. The perception and reaction to this NPM inspired change is more negative at *Omega* than *Alpha* and centres around having to do more with less resources while change around support from supervisors and training emerges as more positive.

More marked differences begin to emerge when we look at the responses on particular scales. Overall *Alpha* presents as having a more positive perception and reaction to NPM like changes compared to *Omega*. At both *Alpha,* and *Omega,* seven of the hypotheses were fully supported which includes the relationship between negative NPM inspired change and RPC as well as PC breach, violation and fulfilment in addition to normative, continuance and affective commitment. However, it was also found that the relationship between negative NPM inspired change and these significant variables were fully moderated by the VSE only in the area of the RPC, PC violation and continuance commitment and partially moderated on others. The VSE had the greatest interaction effect at *Omega* but employees at this organisation also have the most negative reaction to the NPM change, which one could assume would have been even more negative only for the VSE. The presence of the VSE creates a felt interaction effect but is not felt consistently across all seven significant variables nor in both organisations. These and other findings raise interesting questions which will be discussed in the next chapter.

Chapter 9
Discussion and Analysis

Chapter 9: Discussion and Analysis

9.1 Introduction

NPM inspired change is the core idea at the heart of this thesis. How and why this change has occurred and its impact on the Irish NPVCS is the central research question. Answers are sought through the triangulation of data; archival, qualitative and quantitative and the crafting of a theoretical framework which explains the migration of NPM to the NPVCS via institutional, resource dependency and strategic choice theories. The employee reaction to this NPM inspired change is explicated via a unique conceptual framework which incorporates the PC, commitment, OCB and the VSE and the testing of a number of research hypotheses. This chapter draws on the findings from the two-case study organisations as reported in Chapters 6, 7 and 8 to discuss and analyse the evidentiary support which go towards answering these research questions. It also advances our understanding of NPM, empirically in terms of both the Irish and NPVCS context and theoretically as it extends our understanding of this concept under austerity. Light is also shone on the nature and practice of HRM in the NPVCS and the role it plays in the dynamics of NPM inspired change. This unique framework serves as a vehicle to operationalise and persuasively answer the research questions and gain a more nuanced understanding of change in the sector. The findings speak to multiple streams of research and the degree to which they diverge or converge with similar studies and stake a claim to new knowledge creation.

The chapter is structured around the four research questions and argument thread outlined in Chapter 1 and 4 respectively thereby decoding the thesis title as an exploratory study on the impact of NPM inspired change on work and HRM in the Irish NPVCS. Starting from a low knowledge base, this study sheds light on the evolving relationship between the state and the NPVCS, which is interpreted through the prism of NPM and measured through its people, work and HRM.

9.2 Distinctive Contribution and Claim to Knowledge

This study's distinctive contribution and claim to knowledge may be identified on a number of fronts. Firstly, and centrally, the theoretical and conceptual frameworks,

which serves as the blueprint for the study, are uniquely crafted in combining institutional, resource dependency and strategic choice theories to explain the migration of NPM inspired change to the NPVCS. This informs the conceptual framework which comprises the constructs of the PC, commitment and OCB to capture the employee response to this change. Further refinement is added by operationalising the VSE as a moderating influence on the strength of employee reaction to such change. This multi-level framework which traverses the macro, the organisation and the individual is uniquely configured to offer new insights and answers.

The study contributed to decoding one of the distinctive and debated aspects of the NPVCS, namely the existence of a VSE. This study does not claim to have created a definite psychometric measure of the VSE but uniquely, it has taken the first pre-emptive steps in creating such a scale, paving the way for greater empirical and more robust development in-line with best practice scale development (Anastasi and Urbina 1997, Rust 2009). Creation of such a scale allowed for its use in inferential analysis, testing a number of research hypotheses on the moderating effect of the VSE. This opens an interesting avenue of research, as the VSE concept is beginning to gain academic traction (Cunningham 2010a, Lapworth *et al.* 2016a, Lapworth *et al.* 2016b).

Empirically, exposing the extent of the NPVCS environment-organisational relationships and the dynamics of change add to our depth of understanding of this underestimated sector. While NPM as a public sector phenomenon is well explored in the literature, our understanding of it in a NPVCS context is only gradually emerging, with the UK taking the lead (Hyndman and Lapsley 2016). An Irish understanding is only in its infancy and it is hoped that this study makes a small but significant contribution to filling this gap, growing a new and more nuanced understanding for the benefit of all stakeholders. The study's findings reveal that the employee response to adverse change is not automatically negative and can be positive, similar to the findings in the Atkinson and Lucas (2013) study in the UK social care system. This raises further questions about the uniqueness of the sector and the existence and robustness of a VSE

Theoretically, the study confirmed the robustness of the theory and construct of NPM, which is still relevant and continues to be inextricably linked with change (Lapsley 2008, Hyndman and Lapsley 2016). At a more conceptual level, the study provides a more granular understanding of the construct of NPM and progresses our comprehension on the dynamics of this concept under the extreme conditions of austerity (Pollitt 2010, Pollitt and Bouckaert 2017). Furthermore, it extends our understanding on how it has evolved and been operationalised within the context of the NPVCS. As in other countries, the study confirmed that the NPM primarily infiltrates the NPVCS sector via its resource dependency relationship with the state (Baines *et al.* 2011b, Yuanfeng 2015, Rees and Mullins 2016b). It also extends our understanding on how NPM inspired change impact work, people and HRM and how the latter is justifiably different to HRM in other sectors (Parry *et al.* 2005, Cunningham 2010c).

Equally, HRM in the NPVCS remains a very niche and neglected area, which deserves greater explication and particularly so in the Irish context. This study adds to the understanding of HRM in the sector and raises questions about the role and nature of HR and what model of HR best applies. In sum, this study extends our understanding of NPM and HRM in the unique context of Ireland and of austerity.

The four research questions are:

1a.   What are the environmental and institutional forces of change that have shaped the evolution of NPM in the Irish NPVCS?

1b.   How has this NPM inspired change infiltrated and impacted the Irish NPVCS?

2.   How has this NPM inspired change shaped work and HR in the Irish NPVCS?

3.   How have employees perceived and reacted to this NPM inspired change and why?

4.   To what extent does the VSE moderate the employee reaction to this NPM inspired change?

9.3 RQ1A: What Are The Environmental and Institutional Forces For Change That Have Shaped The Evolution Of NPM In The Irish NPVCS?

The scale, scope and diversity of the Irish NPVCS is evidenced from the various descriptive tables in Chapter 3, where it has become the third biggest contributor to GDP at 8.6% and a significant employer of some 233,000 people. Such growth is characteristic of the sector internationally (Anheier and Salamon 2006, Monzon and Chaves 2008). This first question taps into the context and environmental setting of the study which is the Irish NPVCS, its distinguishing characteristics and the environmental and institutional forces it has been subjected to which has galvanised change. Environmental analysis recognises the NPVCS as an institutional field with its own logics, meaning and identity, which is populated by many actors who have the capacity and potential to influence and be influenced by each other (Zucker 1988, Di Maggio 1998, Zietsma *et al.* 2017), especially the state (Baines *et al.* 2011b). Chapters 2 and 3 identified the forces externally, internally, nationally and internationally, which have impacted the Irish NPVCS. Anheier (2009, pp.1084-5) identifies three perspectives on finding a place and form for the NPVCS in society, one of which sees it "as part of NPM and a mixed economy of welfare" where neo-liberal policies have enabled it to shed its 'poor cousin' status and move centre stage in the policy debate . Ireland, has been part of this policy change and churn, albeit, at a relatively slower pace (Donoghue and Larragy 2010).

The complexity of operations at *Alpha* and *Omega* can be partially explained by the growing complexity in the wider macro NPVCS environment they inhabit, reflecting the law of requisite variety and isomorphism as discussed in the literature review (Lawrence and Lorsch 1967, Ashby 1968, DiMaggio and Powell 1983). This growth is best contextualised through the identification of a number of major macro forces, which have impacted and shaped the sector and have contributed to the institutionalisation of *Alpha* and *Omega.* Austerity has drawn Irish social policy into the 'politics of crisis', revealing structural failures in the socio-economic system, putting pressures on the NPVCS as a supplier of public services and as an advocate of those in need of the very services that it is contracted to supply (Considine and Dukelow 2010). Its growing relationship with Government as part of the 'dispersed

state' has created a 'new governable terrain', exposing it to the isomorphic influences of NPM similar to the UK (Carmel and Harlock 2008, p.155) and other jurisdictions (Bode 2006, Boris and Steuerle 2017). The resultant resource dependency of the two-case study organisations on the state is a defining characteristic of these macro forces, with financial resource inflows in excess of 80%.

The high dependency on state funding has brought isomorphic preconditions and has resulted in greater formalisation in both organisations and shifted institutional logics similar to other NPVCSO (Leiter 2008, Diefenbach and Sillince 2011). Austerity made "doing more with less" the new policy mantra across many European countries (Esteve *et al.* 2017). This served as a new unifying framework, philosophy and logic that was held together by the "glue of managerialism" (Clarke *et al.* 2000, p.146). The increased role of the state and the formalisation process was confirmed during qualitative interviews in both *Alpha* (Section 6.4.1) and *Omega* (Section 7.4.1/7.4.3). It resulted in the adoption of a tighter and exacting SLA and auditing oversight. It also resulted in what many view as a loss of internal control within the case study organisations – 'it gives all the power to the HSE' (*Alpha* Director of Services). Such a response is consistent with the literature on organisations with a high dependency on Government (Donnelly-Cox and Cannon 2010, Baines *et al.* 2011b, Elson 2011, Seo 2016). It also dampened innovation in the two organisations, making them more cautious due to these financial and strategic constraints (Hull and Lio 2006). Both *Alpha* and *Omega* accused the HSE of micro-managing the SLA process and over-standardising it with the loss of discretion, creativity and responsiveness. The ability of the funder to act in this way is reflective of power imbalance between the parties which goes to the heart of the purchaser-provider relationship (Cunningham 2010b). Such conflict is mirrored in the literature where such twin roles require careful management to avoid loss of sectoral independence, especially in austere times. (Cairns *et al.* 2010, Egdell and Dutton 2016).

"Entrapment in this service culture which had induced dependency" is well embedded in the UK (Milbourne and Murray 2017b, p.7) but at a faster and more extensive pace compared to Ireland. However, strategic choice also played a part in this funder

capture where organisations and their credentialed SMTs proactively and deliberately engaged with the state and its regulatory systems in order to gain acceptance, credibility and legitimacy (Suchman 1995, Deephouse and Suchman 2008, Suddaby *et al.* 2017). Conferring of such status improved the probability of securing more service contracts and ensured the financial pipeline kept flowing, thus creating a virtuous circle. Evidence of increased formalisation and standardisation at both *Alpha* and *Omega*, even on discretionary issues such as the adoption of SORPs accounting standards supports this claim. This pathway to acceptance, sustainability and survival is equally evident in other countries (Jung and Moon 2007, Murray and Milbourne 2017).

The dependency relationship also contributes to the view that public sector management and NPVCS management have become so closely aligned that they may be considered complementary to each other (Brooks 2002). This alignment appears to extend right to employee level, with evidence of a strong psychological association among employees with the HSE (Section 7.5.2). The fact that pay grades in both organisations were linked to the HSE furthers the 'public sector' mentality that seems to have emerged – 'people working here almost consider themselves to be in….the public sector' (ROC Coordinator – *Alpha).* This fading distinction between the sectors has long been recognised in other jurisdictions (Ferris and Graddy 1989).

Irish Membership of the EU and its body of employment and health and safety laws has served as a further external coercive isomorphic force, shaping how the NPVCS operates, especially as it became a salaried employer and more commercial in outlook (Williams *et al.* 2010). The burden of compliance with such laws and social policy initiatives as *Person Centred Care* and *Progressing Disabilities* and the *Value for Money Report* were viewed in both organisations as interfering with the 'spirit' of the work and of the sector. The promulgation of the Charities Act in 2009, as implemented in 2014, also marked a critical milestone, formally creating a statutory legal relationship between state and the sector, bringing coercive isomorphic pressure to bear via the CRA and its reporting requirements and audit demands, under the inspectorate of HIQA. Such pressures of institutional conformity and standardisation

evident in both organisations, especially around health and safety, has restrained creativity, with claims in the qualitative interviews that they had become risk averse and over cautious (Section 6.4.3 – *Alpha,* Section 7.4.5 – *Omega).* This echoes the response to inspectorate quality standards in other jurisdictions, such as UK and Australia (Osborne 1996, Cairns *et al.* 2005). As a result, both case study organisations have become acutely aware of the need for efficiency and cost effectiveness but the needs of their service users are sometimes superseded by commercial viability, resulting in some losses in terms of mission and values (Bennett and Savani 2011).

The 'publicness' of the public and NPVC sectors compared to the private sector makes a difference on a number of dimensions such as decision making behaviour, ethics and leadership and this has created higher expectations among stakeholders in terms of transparency, accountability and democracy (Goodin 2003, LeRoux 2009, Heres and Lasthuizen 2012). The 'public roles' many NPVCSO perform helps preserve their values but also exposes them to greater oversight (Moulton and Eckerd 2012, Murray 2012). The media as a stakeholder has brought greater scrutiny of the sector, with the exposure of scandals and whistleblowing, resulting in hyper vigilance and sensitivity around transparency, compliance and standards (Eisenberg 2008, McDonnell and Rutherford 2018). This is especially relevant to both organisations as they each have a governance 'scandal' in their history which served as a step change in their approach to management and governance. The impact of the *Prime Time Investigates* programme on Irish television was noted as directly changing practices and ensuring transparent compliance (Fegan and Shehan 2014). In light of further public scrutiny on salaries in the sector and government imposed public sector pay caps, *Omega* began to publish in its annual reports, the number of staff earning in excess of €60K (Shannahan 2011 (Sept. 26th)). This reflected part of a wider sensitivity both in Ireland and elsewhere to make charities and publicly funded bodies more accountable (Hyndman 2010, Jacobs and Schillemans 2016) and to restore trust in charities (Hyndman and McConville 2017b, Hyndman and McConville 2017a).

Environmental shocks and turbulence in the political, legal, financial and social arenas have the potential to present opportunities and challenges to organisations, requiring

adaptation, learning and change (Meyer 1982, Alexander 2000, Ramus *et al.* 2017). The exposure to similar environmental forces and developments account for growing non-profit isomorphism, making organisations in a field or sub-sector more alike than different, which resonates when we look at both *Alpha* and *Omega* (Leiter 2008, Leiter 2013). The longevity of both organisations, in terms of age and long relationship with the state, has structurally and culturally embedded them into this institutional field, with a blurring of boundaries between it and the state, contributing to their continued survival (Hager *et al.* 2004, Lee 2011, Yuanfeng 2015, Bromley and Meyer 2017, Milbourne and Murray 2017b). This longevity in the sub-sector has earned them both reputations as innovators and pioneers. *Alpha* in its early days, commenced services in therapy which did not exist and were subsequently taken over and offered by the state directly. This innovation continues with the creation of the social enterprise *Alpha-SE* which injected a new institutional logic into the organisation (Fitzgerald and Shepherd 2018). *Omega's* progressive reputation was acknowledged in its selection for the pilot of the new multi-agency delivery model under the HSE policy of *Progressing Disabilities*. Such reputation, status and legitimacy in the field with important internal and external stakeholders like the state is critical to sustained funding (Faulk *et al.* 2016, Thompson *et al.* 2017). However, the relationship with the state has placed constraints on the voice and autonomy of both organisations. It highlighted the vulnerabilities that are inherent within the relationship (Ferris 1993, Cairns *et al.* 2010). While in an era of austerity, it was recognised that maintaining the status quo was fundamental to short term survival. However, in post-austerity era, both organisations seemed very aware of the need to evolve once more to redress the balance of power, thereby ensuring their survival as vital contributors to social services in Ireland in the long term (Adshead and McInerney 2010).

9.4 RQ1B: How Has NPM Inspired Change Infiltrated and Impacted the Irish NPVCS?

Bearing the outcomes from question 1a in mind, question 1b addresses the conditions under which institutional logics and processes such as formation, diffusion, isomorphism and change may flourish, leading to the introduction of NPM inspired change (Greenwood *et al.* 2011, Zietsma *et al.* 2017). In Ireland, inter-organisational

relations between the NPVCS and the HSE created a contracting relationship which drew from the dynamic interplay of institutional, organisational and interpersonal forces (Marchington and Vincent 2004). State funding in both case study organisations has incrementally grown, with *Alpha* reaching a peak in 2006 with 93% of funding coming from the state, declining to 88% in 2012 with austerity in full flow. In the case of *Omega*, peak state funding of 88% came in 2006, declining to 82% by 2015. With few alternative customers or sources of income, such a high dependency on the state made both organisations vulnerable to the demands of government. Consistent with the literature, institutional forces of coercive, normative and mimetic isomorphism were evident in both case organisations, when the level of compliance with the requirements and demands of the HSE and HIQA were examined (DiMaggio and Powell 1983, Donnelly-Cox and Cannon 2010, Cunningham *et al.* 2014). Such compliance resulted in a rigorous SLA process, which demanded greater control, accountability and traceability around how state funds were spent and reduced the discretion to cross subsidise on other services (Section 6.10 – *Alpha,* Section 7.8 – *Omega)*. NPM was used as a mechanism of control when first introduced in the public sector (Hoggett 1996) and it is playing a similar role in its migration to the NPVCS (Evans *et al.* 2005, Rees and Mullins 2016b).

The SLA process, which historically was loose and informal, moved to a tighter codified level of formality under the auspices of the HSE (Marchington and Vincent 2004). Like any net dependency supply chain, it had implications for work and people and facilitated the entry of NPM into the Irish NPVCS (Scarbrough 2000). In line with NPM, evidence of a more systematic approach to practice and processes in the name of governance, accountability, transparency and value for money began to appear (Hyndman and McKillop 2018). Institutional logics (Knutsen 2012, Thornton *et al.* 2012) also help explain how the migration of NPM to the NPVCS became a source of tension, as the principles and practices of managerialism and business strategy clashed with the traditional and more informal nature of the sector. It exacerbated the process of change, which in the Australian context was termed a "clash of institutional orders" and "organising rationalities" (McDonald and Charlesworth 2011, p.185). Accordingly, the initial nature of the 'Irish style' of NPM, which fell within the Anglo-

Saxon model, was seen as 'something of an outlier' in its slow and sporadic uptake of NPM ideas, with limited change being achieved. However, the arrival of the GFC ushered in a new era and presented a sharp shock in the form of turbo style NPM to the sector. A tighter grip by the contract state saw SLAs become rigid and more controlled and reinforced to *Alpha* and *Omega* the extent to which they had limited discretion in their formation and execution, as the HSE began to micromanage the process, lending greater evidence of "paying the piper" (Cribb 2006b, p.25).

The NPM tenet of 'doing more with less' and cost minimisation in terms of operations and staff very quickly came to the fore and was evident in both organisations (Vincent and Grugulis 2009). HR compliance was included in the SLA process, where a suite of HR policies had to be composed and attached to the original SLA submission. Accountability became more intense and focused due to there being only one main funder (Tacon *et al.* 2017). In the case of *Alpha* in particular, senior leadership and strategic choice played a role in imprinting NPM on the organisation, as the new CEO appointed in the wake of the governance scandal was a seconded senior civil servant, selected in part due to their strong public-sector governance record. *Omega* as an organisation, was very active within the national political network. Research reflects the importance of leadership in promoting and instilling NPM values in both public and NPVCS organisations (Brookes and Grint 2010) and in successfully navigating the sector's traditional resource dependent environment (Heimovics *et al.* 1993).

The milestones identified in the development and evolution of both case studies in Chapter 6 and 7, illustrate some of the classic characteristics of NPM and provide evidence that *Alpha* and *Omega* have adopted NPM like changes. This had positive and negative implications for both organisations. The embrace of a more strategic approach was evident as they engaged in strategic planning processes and the production of strategic plans. *Alpha* radically reconstituted its *Staff Consultative Management Committee* into a much smaller SMT. They also redesigned the organisation from a regional based structure to a service line structure in the search for efficiencies. At *Omega,* the appointment of a new CEO with a strong commercial background, the rebranding of the organisation and the creation of a smaller SMT and

a new Directorate structure were identified by staff as turning points in the organisation, when it began to move and think more like a business rather than a charity. This shifting concentration of leadership and decision making into such an upper echelon group in direct response to a changing environment typifies a more business-like and strategic approach (Phipps and Burbach 2010, Yamak *et al.* 2014). The impetus for such managerialist changes stemmed from its relationship with government and growing NPM informed expectations about how public funds should be spent. According to Kushner and Poole (1996), the effectiveness of organisational structures in NPVCS organisations are an important part of organisational success and of worker confidence in such structures and therefore, these changes were viewed as largely positive. Financial dependency and funder capture also made both organisations receptive to new policy instruments on behalf of the state, with *Alpha* pioneering individualisation, better known as personalisation in the UK (Cunningham and Nickson 2011, Power 2013) and *Omega* being one of the first pilot organisations to roll out a new model of multi-agency service delivery under the 'Progressing Disabilities' project. Such client, voice and choice centric initiatives are symptomatic of NPM inspired change and reflect similar developments in other national social care systems including disability services (Glendinning 2008, Harlock 2010, Cunningham and Nickson 2011, Yeandle *et al.* 2012).

From a negative perspective, increased accountabilities can often lead to the worst excesses of funder capture including mission drift and mission distortion, where the funder dictates what services are provided, how they are evaluated and how they are managed, leading to organisational homogenisation (Nowland-Foreman 2000, Nowland-Foreman 2016). Resource supply and dependency has defined many non-profits as they strive for a sustainable position in balancing mission-margin and drift (Bennett and Savani 2011, Henderson and Lambert 2017). As a result of this closer relationship with the state, *Omega* and especially *Alpha,* neglected and under explored their fundraising ability as government funding was so plentiful in the boom years. The advent of austerity and retrenchment of public finances made real how exposed and dependent they were on the public purse. This 'gilded web' of state funding and the need to diversify revenue strategies is a long standing theme in the literature and

in other countries. (Froelich 1999, Milbourne and Murray 2017a). Apart from the Catholic principle of 'subsidiarity' and the slower pace and intensity of NPM inspired change in the Irish NPVCS, there is not a marked difference between the Irish experience and that of its nearest neighbour, the UK, in terms of types of NPM inspired changes and pressures. The similarity is partially explained by both having a socio-political system based on parliamentary democracy, common law and a primarily centralist political party divide. Social politics and the instruments of social policy have followed a similar path with the UK often leading the way in areas such as personalisation of social care, which when later introduced to Ireland was called individualisation (Cunningham and Nickson 2011, Power 2013, Thorpe 2017).

While formalisation and standardisation has brought greater management control, it has reduced employee discretion in line with a managerialist and strategic outlook (Buckley 1983). Similar outcomes have emerged from NPM change in other sectors (Bolton 2004). At a values level, the growing service wing of both organisations and their more commercial and strategic outlook directly clashed with their original and traditional advocacy roles which were being overshadowed and this was especially salient at *Alpha.* Serving clients under contract and advocating for those same clients created contradictions, which became more apparent as its relationship with Government tightened as austerity and strategic choice gave way to HSE isomorphism. This tension is also articulated in the literature (Cairns *et al.* 2010, Fyall 2016, Fyall 2017).

In sum, NPM entered the Irish NPVCS bloodstream primarily via the financial resource pipeline from Government. This 'bear hug' of government funding has implications which is evidenced in other jurisdictions (Nowland-Foreman 1997, Nowland-Foreman 2016). Dependency made the sector receptive to the conditions and pressures that came with such funding and the increasing regulation in the wider sectoral environment. NPM informed expectations around transparency, accountability and value for money, brought a wave of formality and standardisation in how it operated. This was embraced and promoted by credentialed SMTs in both organisations, which had become more strategic and business orientated. This led to

an isomorphic homogenisation of both organisations, moving them closer to being like the public and private sectors. This created a virtuous circle. As *Alpha* and *Omega* became more successful in securing funding or competing for new contracts, the impetus and legitimacy towards further NPM like reforms and controls was reinforced. This culture of compliance was compounded by a culture of 'survivalism' given the national context of austerity and crisis (Crowley 2013), as mirrored in other countries (Milbourne and Murray 2017b, p.21).

This perfect storm was naturally viewed as a source of tension and contradiction when trying to reconcile the twin roles of service provider and advocate while still honouring their values and mission (Fyall 2017). This clash of mind-set between competition and charity triggered a re-examination of organisational identity (Sharp 2018) and this was evidenced in the qualitative interviews especially at *Alpha*, where questioning the future direction of the organisation and reclaiming its original roots was salient. It also raises questions about what type of state relationship is best for the sector going forward, an issue which continues to be up for debate in many jurisdictions (Kuhnle and Selle 1992, Jenei and Kuti 2008, McTavish 2017).

9.5 RQ2: How Has NPM Inspired Change Shaped Work and HR in the Irish NPVCS?

Internationally, the NPVCS's growing relationship with Government has impacted and shaped work and HRM in the sector via NPM like changes as discussed in Chapter 2 (Akingbola 2006, Lapsley 2008, Baines *et al.* 2011b, Atkinson and Lucas 2013, Bartram *et al.* 2017). In Ireland, this was equally evidenced in the two-case study organisations.

In terms of work, both organisations have shown progressive signs of formality and professionalisation as a result of NPM inspired change, mirroring the growing importance of HRM in the NPVCS (Bartram *et al.* 2017, Alfes 2018). The adoption of the FETAC Level 5 in social care as the basic entry level qualification requirement for the sector helped rebrand work as a career rather than as stop gap casual employment and this positive effect is mirrored in the UK social care sector (Gospel and Lewis

2011). The entry of credentialed professionals in all areas across the organisation has also lifted expectations and shifted the culture and thinking to more of a managerialist and business outlook rather than purely as a charity. This trend is evident in many countries in response to longstanding calls for more educated professionals in the sector, especially at the leadership and management levels (O'Neill and Fletcher 1998, Tierney 2006, 2009, Suarez 2010). Technology has also shaped work in both organisations, with the introduction of client management systems and mobile devices which is equally reflected in the literature (Pols and Moser 2009, Hayes and Moore 2016).

Isomorphic resourcing policies such as police vetting and employment references were in evidence at both organisations, necessitating a more systematic approach to recruitment and selection including volunteers (Bartram *et al.* 2017, Alfes *et al.* 2018). Work intensification, greater monitoring of work and completion of more documentation were also very salient (Zorn *et al.* 2011). The level of bureaucracy, stress and conflict and the pressure to deliver more with less were all identified in the survey as negative or very negative changes due to the imposition of NPM at both *Alpha* and *Omega*. The pilot introduction of smartphones/i-pads as time recording surveillance tools at *Alpha* and the implementation of a client management data system at *Omega* both sought efficiencies around service delivery. Such developments reflect some of the core characteristics of NPM in terms of infusing greater competition and value for money into the NPVCS as echoed in other regions such as the UK (Cunningham 2011, Cunningham 2015, Cunningham 2016) and Australia (Martin 2011, McDonald and Charlesworth 2011, Cunningham *et al.* 2014) where the 'dispersed state' has further evolved. They also intimated a more business-like and market-oriented approach based on performance, cost-efficiency and audit-orientation, all of which are hallmarks of Diefenbach's (2009) definition of NPM.

The NPVCS literature recognises HR as an 'influencing agent' for change (Kellock *et al.* 2001). In response to NPM inspired change, both *Alpha* and *Omega* developed professional in-house HR functions, meeting the demands of a more professional workforce and the growth of contract relations with the state (Truss 2008, Cunningham

2010b). It resulted in the development of strong operational and strategic HR approaches, with representation on the highest decision-making forum of the SMT. The leadership provided by the Director of HR, especially at *Alpha*, proved instrumental in implementing significant change (Cunningham 2001b, Akingbola 2006). The isomorphic demands of NPM inspired change resulted in changes to policy and practice, with responsibility for implementation often resting with the respective HR departments. Training, learning and development functions progressively developed as a distinct sub-division. The literature identifies the use of such learning and development interventions as a means of successfully changing work behaviours and the quality of service, standards and expectations (McHargue 2003, Carvalho *et al.* 2016). Growing demands around formal quality standards stemming from the HSE SLA and external audit process from HIQA brought a greater formality, accountability and traceability to work standards. This was furthered by *Alpha's* pursuit of EQUIS/Q Mark and *Omega's* EFQM standard. *Alpha* and *Omega* both rolled out a performance management system, which sought to bring greater accountability by employees and to empower managers to actively manage. *Omega* implemented an attendance management programme in 2011 which achieved 1000 hours in savings over the first year. This example of managing and measuring performance and metrification of the HR function also represents a more professional and business-like approach to managing people and processes (Macpherson 2001).

In terms of implementing change, both HR Directors spoke of working towards a particular model of HR, which was a cross between the welfare role and the business partnership role. However, both acknowledged it was an evolutionary work in progress, impeded in part by gaps in line-management capability, a pattern which is reflected in the literature (Ridder and McCandless 2010, McDermott *et al.* 2015, McCracken *et al.* 2017). Ultimate pursuit of a business partnership model was considered fundamental to their work by both HR Directors. In gaining legitimacy as a HR function and co-equality at the senior management level, both felt they were in a better position to implement the changes NPM and austerity had imposed on their respective organisations (Section 6.6.1 – *Alpha*, Section 7.7.2 – *Omega*).

The rapid implementation of NPM inspired change had both positive and negative implications for *Alpha* and *Omega* and their respective workforces. In terms of its employees, pay and some terms of conditions of employment in both organisations were historically linked with the HSE as 'Section 39' organisations. As the 'shadow employer', the state insisted that the terms of the three concession bargaining agreements be passed on to all 'Section 39' organisations including *Alpha* and *Omega.* The enormity of the collapse of the public finances, meant a double assault on the NPVCS in terms of both cuts in funding and cuts in pay and conditions. Given the dependency relationship, power imbalance and the lack of adequate alternative streams of income, the sector was in no position to resist governmental demands. It resulted in severe cuts in pay, pension and terms and conditions of employment and unprecedented actions, such as redundancies and job losses (Considine and Dukelow 2010, Donnelly-Cox and Cannon 2010, Harvey 2010, McInerney 2014). This assault was compounded by the introduction of contracting, initially for home care, elderly and disability services, which put further downward pressure on pay and terms of conditions of employment in the sector. This formed part of the implementation of some of the recommendations of the 'Value for Money Report for Disability Services', which resulted in *Alpha* negotiating additional pay cuts for its care assistants and the establishment of a social enterprise *Alpha-SE.* These additional pay cuts plus cuts in overtime rates and travel allowances represented a concerted and strategic move by management in both organisations to break the long-established pay parity links between the public sector and Section 39 NPVCS organisations, in an effort to make the sector more competitive against private sector providers. The Irish experience is mirrored in other countries, often more intensely, including the UK, Canada and Australia (Stace and Cumming 2006, McDonald and Charlesworth 2011, Cunningham and James 2014, Cunningham *et al.* 2016).

From a positive perspective, NPM inspired change enabled the development of a HR function at *Alpha* and *Omega* which was sufficiently staffed to allow the Director of HR to take a strategic perspective on a number of organisational developments and employee relations issues. The formalisation and standardisation of work practices through a full suite of HR policies and services, including an Employee Assistance

Programme and a web enabled HR portal, ensured the development of quality standards that could be monitored and measured. It also brought cost effectiveness and efficiency to the fore, which was welcomed by some employees, especially supervisors who wanted greater clarity and transparency around HR processes and systems. All of this was not achieved without creating disharmony within the workforce at either organisation. In terms of employee relations, both organisations continue to have low levels of unionisation, which is consistent with the sector in other countries (Simms 2007, Tailby *et al.* 2009, McIlroy 2011, Short 2011). While austerity witnessed a slight increase in union membership, especially at *Alpha,* which was used to leverage some minor changes in austerity cuts, levels of membership still remain around 20%. The perception of the HR function remained in good stead, with a positive perception of HR's role in the change process in *Alpha* and a relatively neutral perception of HR at *Omega.*

In conclusion, NPM inspired change has had a very real and definite impact on work and on the policy and practice of HRM in both organisations. It incrementally brought formalisation and standardisation to people management practices and processes and led to the establishment of a professional HR function, with a strategic presence at the top decision-making level. As a consequence, HR in *Alpha* and *Omega* began to look like HR in any other sector. This is reflected at all stages of the HRM cycle, from resourcing to learning and development to employee relations. Such a transformation has been in direct response to institutional and regulatory demands, which have made HR governance and compliance a priority, with greater emphasis on performance related polices. In the process, work itself has become more intensive and discretionary components have been diminished in response to quality and inspectorate standards. The qualitative and quantitative data reveals a firm sense of passive acceptance with regard to the changes that had occurred. While not all employees may have been happy with these changes, there seems to have been a collegial acknowledgement of the enormity of economic collapse and the implications that were necessitated by such circumstances.

9.6 RQ3: How Have Employees Perceived and Reacted to this NPM Inspired Change and Why?

Change is an evitable part of organisational life regardless of sector and the NPVCS is not immune (Kellock *et al.* 2001, Helms-Mills *et al.* 2009). Such an environmental event can be disruptive and may invoke a suite of behavioural reactions, as evidenced by studies of NPM and change in the public sector (Conway *et al.* 2014). At an employee level, perception of that change is a complex cognitive process which rests in the individual eye of the beholder and may be perceived differently by different employees at the change ripples to the different levels of the organisation, especially if it impacts the employment relationship (Rousseau 1995, Arnold 1996, Hems and Stern 2001, Choi and Ruona 2011). This is partially reflected in the difference in response between Managers and general employees in both *Alpha* and *Omega*. (See Table 8.4 and 8.5)

The unique conceptual model operationalised in the study tested how employees reacted to NPM inspired change using the barometers of PC, commitment and OCB. Previous studies on change illustrate its potential to impact the psychological contract, especially the RPC (Chaudhry *et al.* 2011, Akhtar *et al.* 2016) and the negative outcomes that may ensue from PC violation and breach (Robinson and Morrisson 2000, Turnley and Feldman 2000, Pate *et al.* 2003). This question draws on these barometers to gauge the response to negative NPM inspired change at *Alpha* and *Omega*.

According to the literature, NPM change in the NPVCS is generally perceived negatively, having an adverse impact on the PC (Cunningham 2008b), commitment and OCB (Cunningham and James 2011, Cunningham *et al.* 2013, Cunningham 2015, Reeves and Mullins 2016). The qualitative findings in Chapters 6 and 7 provided evidence that NPM inspired change had occurred in both organisations. However, several aspects of this change were not perceived negatively, with outcomes for the 'Degree of Negative Employee Reaction to NPM Inspired Change' scale clustering around the midpoint of the scale, as shown by NPM-X in Table 8.2 and 8.3 for *Alpha* and *Omega* respectively**.** Hygiene factors, like pay and conditions, attracted the most

negativity which is consistent with a study of NPM driven outsourcing in the Scottish NPVCS (Cunningham 2016). More positive responses were elicited on 'softer' HR issues such as training and supervisor support.

The directional impact of employee reaction to NPM change is indicated by the correlations between it and the dependent variables (Table 8.6 *Alpha* and Table 8.7 *Omega)*. This reaction had a negative impact the RPC, PC fulfilment as well as affective and normative commitment. There was a positive impact on PC breach and violation as well as continuance commitment. The correlations indicated that NPM change had little or no impact on the TPC, IOCB or OOCB. For these three scale items, there may be some degree to of social desirability bias at play given the nature of the work and the economic climate (Arnold and Feldman 1981). Hierarchical regression analysis was employed to determine the strength of influence of the employee reaction to NPM change on the dependent variables. This was controlled for a range of variables including job level, part-time/full-time hours, contract type, tenure, gender, education and trade union membership. This captured the pure reaction to NPM inspired change and was used to prove or disprove the studies' research hypotheses. The outcomes from this hierarchical regression analysis was presented in Tables 8.8 *(Alpha)* and 8.9 *(Omega)*.

The PC gives us insight into the reciprocal relationship between the employer and the employee based on mutual obligations, promises and social exchange and serves as a lens on the employment relationship (Shore and Tetrick 1994, Dabos and Rousseau 2004, Cropanzano *et al.* 2017). For the purposes of this thesis, the TPC and the RPC were key areas of focus. Change, especially if frequent, is disruptive to the PC (Chaudhry *et al.* 2011, Akhtar *et al.* 2016), regardless of sector. In terms of negative change, it would be expected that the TPC would be strong while the RPC would be weak in accordance with H1a and H1b. However, change was regarded positively by employees at *Alpha* (NPM-X=2.88, SD=1.09) and only slightly negatively by employees at *Omega* (NPM-X=3.30, SD=0.99). Subsequently, this had an impact on the relationship between the 'Index of Negative NPM Inspired Change' and the TPC and RPC, where there was no correlation between negative NPM inspired change and

the TPC and only a small correlation between negative NPM inspired change and the RPC. The hierarchical regression analysis indicted similar outcomes, with negative NPM inspired change having a non-significant impact on the TPC. However, negative NPM inspired change did have an impact on the RPC, resulting in a 15.7% reduction in RPC levels at *Alpha* (R^2 Change=0.157, p<0.001) and a 22.2% reduction in the RPC at *Omega* (R^2 Change=0.222, p<0.001). As a result, the TPC remained weak in both case study organisations (*Alpha* TPC-X=3.88, SD=1.113, *Omega* TPC-X=3.92, SD=1.077) and the RPC was relatively neutral (*Alpha* RPC-X=2.81 SD=1.164, *Omega* RPC-X=3.14, SD=1.117).

In terms of PC breach, violation and fulfilment, the literature recognises the fragility of the PC and underpinning cognitions in terms of inducement levels and failure to honour promises and obligations which can impact employee attitudes and behaviours (Robinson and Morrisson 2000, Turnley and Feldman 2000, Pate *et al.* 2003). If there had been a definitive negative reaction to negative NPM inspired change, strong levels of PC breach and violation and weak levels of PC fulfilment would be expected. However, similar to the TPC and RPC, the opposite outcome was apparent and was contrary to the literature on change in the NPVCS in the UK, where it has brought significant violation and breach (Cunningham 2008b). The correlation between the Index of Negative NPM Inspired Change and PC breach, violation and fulfilment where significant, was small or low-moderate in all three cases. According to the regressions, negative NPM inspired change resulted in a 22.2% increase in perceived PC breach (R^2 Change=0.222, p<0.001), a 21.4% increase in PC violation (R^2 Change=0.214, p<0.001) and a 15.5% increase in PC fulfilment (R^2 Change=0.155, p<0.001) at *Alpha*. Similar outcomes were recorded for *Omega,* with a 14.9% increase in perceived PC breach (R^2 Change=0.149, p<0.001), a 13.1% increase in PC violation (R^2 Change=0.131, p<0.001) and a 16.5% increase in PC fulfilment (R^2 Change=0.165, p<0.001). The resultant perceptions of PC breach were relatively neutral (*Alpha* PCB-X=3.16, SD=1.056, *Omega* PCB-X=3.25, SD=1.031) while PC violation was weak (*Alpha* PCV-X=4.23, SD=1.030, *Omega* PCV-X=4.07, SD=1.018) and PC fulfilment was strong (*Alpha* PCF-X=2.17, SD=0.957, *Omega* PCF-X=2.32, SD=1.018). Given

the low-level status of both breach and violation it was expected that fulfilment would be strong in both organisations, as was the case.

In tracing the interconnectivity between the constructs, there is an established line of sight between the PC and commitment and therefore, similar outcomes for commitment were expected (Coyle-Shapiro 2002, Griep and Vantilborgh 2018). The multi-foci three component model of commitment includes continuance, normative and affective commitment. Findings from other studies (Cunningham and James 2011, Cunningham *et al.* 2013, Cunningham 2015, Reeves and Mullins 2016) would suggest that NPM inspired change would result in strong continuance commitment and weak normative and affective commitment. However, once again conflicting outcomes were recorded. As stated, negative NPM change had a negative impact on normative and affective commitment while having a positive impact on continuance commitment. According to the regression analysis, it accounted for a decrease in normative commitment of 4.8% (R^2 Change=0.048, $p<0.001$) at *Alpha* and 8.7% (R^2 Change=0.087, $p<0.001$) at *Omega.* Similar outcomes were recorded for affective commitment, with a 5.2% decrease (R^2 Change=0.052, $p<0.001$) at *Alpha* and a 10.6% decrease (R^2 Change=0.106, $p<0.001$) at *Omega.* Finally, negative NPM inspired change resulted in an 8.4% increase in continuance commitment at *Alpha* (R^2 Change=0.084, $p<0.001$) and a 4.9% increase in continuance commitment at *Omega* (R^2 Change=0.049, $p<0.05$). As a result, employees at both organisations had relatively neutral continuance commitment (CC-X=3.03, SD=1.131 at *Alpha* and CC-X=2.85, SD=1.109 at *Omega*) and normative commitment (NC-X=2.79, SD=1.088 at *Alpha* and NC-X=3.06, SD=1.073 at *Omega*). Affective commitment was stronger in both organisations (AC-X=2.50, SD=1.079 at *Alpha* and AC-X=2.72, SD=1.045 for *Omega).* Again, this had an impact on the findings for H2a, H2b and H2c. While all three hypotheses were proven, the correlations between the Index of Negative NPM Inspired Change and the three strands of commitment were small, confirming the relatively muted response to negative NPM inspired change.

Deeper analysis of the mean scores for male employees at both *Alpha* and *Omega*, it is apparent that a pattern had begun to emerge. At *Alpha*, this sub-group exhibited the

lowest levels of PC violation, the highest levels of PC fulfilment and the lowest levels of continuance commitment. By virtue of this, it was expected that this group would express the highest level of affective commitment and this is indeed the case, with t(350)=-0.16, p<0.001. In contrast, male employees at *Omega* had the highest levels of PC violation, the lowest levels of PC fulfilment and the highest levels continuance commitment and it is therefore no surprise that this group had the lowest level of affective commitment with t(190)=0.26, p<0.001. This raises questions about the role of gender in contract fulfilment (Lee *et al.* 2000).

OCB, as the final barometer, captures the pro-social and 'extra mile' behaviour of employees and may be directed at individuals (IOCB) or directed towards the organisation (OOCB). According to the literature, in times of change and crisis, OCB is often 'crowded out', particularly in terms of OOCB (Morrison 1994, Vigoda and Golembiewski 2001, Baines 2004a, Rayner *et al.* 2012). However, once again this study conflicts with previous findings with OCB remaining strong in both case study organisations, where IOCB-X=1.92 for *Alpha* and 2.00 for *Omega* and OOCB-X=2.07 and 2.20 for *Omega*. While H3a and H3b were proven, the impact of NPM inspired change was weak, with small correlations recorded for both.

To understand the complex relationship that NPM inspired change had with the PC, commitment and OCB in this study, it is important to explore the context of the study in greater detail (Rousseau and Fried 2001). The literature above suggests that the outcome of NPM inspired change would be a strong TPC, PC breach and PC violation coupled with a weak RPC and PC fulfilment. It suggests strong continuance commitment and weak affective and normative commitment. It augurs for weak IOCB and OOCB (Cunningham 2001a, Cunningham 2008b, Cunningham *et al.* 2014, Vantilborgh *et al.* 2016). However, this study contradicts the literature on many levels. In light of such outcomes, one must wonder why such contradictions have occurred. There are a variety of possible explanations that collectively may provide the reasoning to this surprise finding.

In terms of change, both the qualitative and quantitative findings confirm that change had occurred. Pay had decreased, bureaucracy had increased, and there was a general expectation of having to do more with less. Jobs and the nature of work had become formalised, standardised and traceable. With such NPM inspired changes, there was an expectation of a negative reaction, a 'hollowing out' of the sector, a loss in the capacity to care (Baines *et al.* 2011a). However, in many regards, this did not happen according to the respondents in this study. Certainly, there were negative reactions to some of the changes such as pay and benefits, stress and conflict and the degree to which everything came down to money. However, negative outcomes were counter-balanced by positive reactions to change, particularly at *Alpha*. For *Alpha* employees, many changes had a positive impact on work and organisational life including organisational commitment to mission, support from supervisor, culture and the role of HR in managing change. While outcomes were generally more negative at *Omega*, the perception of change for many of the scale items remained close to the mid-point of the scale which moderated the impact of items that elicited a stronger negative reaction. Accordingly, while change had occurred, the muted response reduced its impact on the PC, commitment and OCB. This overall positive response is surprising and contrary to the dominant view in the literature with the exception of the positive outcomes from one study of social workers in the English adult social care sector (Atkinson and Lucas 2013). So why was the response to change so muted in the Irish NPVCS?

Further exploration lies in looking at the environment and context within which the change had occurred, as is the case in so many studies (Akingbola 2013a, Baines and Cunningham 2015). The study was undertaken during a period of extreme economic precarity. The GFC was at its height, with many economies across Europe struggling with dire financial situations. Ireland was particularly effected, with the loss of economic sovereignty, the need for Troika bailouts and very tight fiscal governance. The public-sector finances had collapsed and emergency legislation had to be promulgated. Unemployment rates climbed to over 14%. Employees within the case study organisations were not in a position to demand more pay or better terms and conditions of employment. There simply wasn't the funds to improve an increasingly

difficult situation (Harvey 2010). Both organisations were struggling. Funding cuts were imposed without discussion. A realisation of the situation among employees was inevitable as it was a national crisis, not just in the public or NPVCS. At the front line, employees could see and feel the cuts. With the threat of redundancies, employees had a consciousness of minding their jobs, doing it better, faster, more efficiently and without complaint. This wasn't an organisational problem, it was a national one and so there was no feeling of exploitation which work intensification can bring (Ramsay *et al.* 2000). Not being singled out and being the same for all made it a shared experience which more naturally appealed to people's values, beliefs and good nature, i.e., the well of the VSE (Thompson and Bunderson 2003, Cunningham 2010a, Lapworth *et al.* 2016a). If NPM inspired change had been introduced during the 'Celtic Tiger' years, it would have most likely produced a far more negative reaction, one that was more in line with the literature. However, the circumstances surrounding the context of the study most likely had an enormous bearing on the outcomes reflecting the importance of timing (Rousseau and Fried 2001). A follow up study would be interesting to explore these propositions.

The anticipated negative response may also have been counterbalanced and mitigated by the highly gendered nature of both organisations as discussed in Chapter 3 where low pay, low voice, low unionisation and precarity are more readily accepted as the norm especially in the social care sector both in Ireland (Murphy and Turner 2014, Turner *et al.* 2017b) and the UK (Kaine 2011, Rubery and Urwin 2011, Palmer and Eveline 2012). This argument was also salient in the positive outcomes study by Atkinson and Lucas (2013) as was the role of values and work orientations, to which we now turn. The latter together with the VSE are an important undercurrent to all work in the NPVCS. This underexplored ideological phenomenon had the capacity to impact on the outcomes of change in the sector (Thompson and Bunderson 2003) (Cunningham 2010a, Lapworth *et al.* 2016a). Accordingly, the outcomes for the moderating effect of the VSE on the dependent variables are discussed in detail in the next question.

9.7 RQ4: To What Extent Does the VSE Moderate the Employee Reaction to NPM Inspired Change and Why?

The literature recognises that the public-sector ethos and public-sector motivation plays a part in moderating how public servants behave and act, including commitment (Lethbridge 2011, Williams *et al.* 2011, Rayner *et al.* 2012). This section asks the same question about NPVCS employees and how they react to change (Lapworth *et al.* 2017). The NPVCS is distinguished by its values expressive nature and non-profit mission, which gives it its name (Lyons *et al.* 2006). This in turn has contributed to the creation of a distinctive organisational culture in such organisations (Zdenck 1998). This partially goes to explain why people are drawn to work in the sector and how they perform when they get there (Mirvis and Hackett 1983). Accordingly, analysis of the data relating to the VSE in this study yielded results that indicated a strong VSE at both case study organisations, with VSE-X=2.08, SD=0.910 at *Alpha* and VSE-X=2.36, SD=0.912 at *Omega*. The expressive reason of belief in the cause and work of the organisation which form a critical element of the VSE construct, ranked highly in employees' decision to work at both *Alpha* and *Omega* as did the practical reasons such as needing a job and income. Data from both the qualitative and quantitative phases of the research indicate that the VSE formed an undercurrent in the approach to activities and work. With evidence supporting the existence of the VSE, it was important to question the role it played in moderating the impact of negative NPM inspired change.

The moderation hypotheses offered an insight into how the VSE trickles through the workforce and manifests itself in cognate constructs. Moderation analysis, using Hayes PROCESS macro, was conducted on all hypotheses, H1a-c, H2a-c and H3a-b. The VSE had a moderate moderation effect on the relationship between the Index of Negative NPM Inspired Change and the RPC and a moderate to small moderation effect on the relationship between the Index of Negative NPM Inspired Change and PC violation in both organisations. For PC breach and PC fulfilment, the moderation hypotheses were only partially supported at *Alpha*, while fully supported at *Omega* with small moderation effects. Similar outcomes were noted for commitment, with a fully supported moderation effect of the VSE on the relationship between the Index of

Negative NPM Inspired Change and continuance commitment and only partially supported moderation effects for affective and normative commitment.

Thus, the moderation effect of the VSE was inconsistent across the range of hypotheses. However, where these hypotheses were fully supported, there is evidence of the moderation power of the VSE to influence and temper the response of employees in the face of NPM inspired change. To understand why all hypotheses did not yield significant moderating effects on the dependent variables, we must refer back to Section 9.6 on the employee reaction. While change had occurred, it was not necessarily deemed negative. While breach had occurred, the root cause was not placed with the organisation. Although there was an expectation to do more with less, people did so to serve the needs of clients. There was a strong sense of a 'we're in this together' mentality, particularly in the qualitative data. As a result, VSE remained strong as did elements of the PC, commitment and OCB. However, it was the reaction to change that underpins everything. When faced with such change, employees had the choice of either accepting it or fighting against it. Throughout the study period, there was no evidence of overt revolt with no industrial unrest or threat of industrial action. There were no internal power struggles. Employees got on with the job at hand. They carried on serving the service user as best they could with increases in service level numbers, despite austerity They remained loyal to the VSE. In answering this particular research question, the focus was on the examination of the moderation effect of VSE on the relationship between the Index of Negative NPM Inspired Change and the dependent variables. However, it is possible that the VSE moderated the reaction to change itself, thus preserving the strength and endurance of all other positive attributes associated with work in the NPVCS. It is this possibility that adds to the distinctiveness of the sector and its people and lends support to the presence and influence of a VSE (Bunderson 2001, Cunningham 2010a, Lapworth *et al.* 2016a).

9.8 Comparing and Contrasting *Alpha* and *Omega*

Cross case comparison can be a powerful tool for gaining new knowledge and insight (Khan and VanWynsberghe 2008) and so it is worthwhile comparing and contrasting *Alpha* and *Omega* in exploring both the similarities and differences between these two Irish NPVCS organisations and the differential impact of NPM inspired change in each. Explanations are sought by triangulating the data and utilising the qualitative data of phase one to help explain the quantitative data results of phase two in line with the exploratory and sequential design of this study.

Table 9.1 Similarities and Differences Between *Alpha* and *Omega* in Quantitative Data

	Alpha			*Omega*		
	Mean Scores	**Regression Analysis**	**Moderation of VSE – Interaction Effect**	**Mean Scores**	**Regression Analysis**	**Moderation of VSE – Interaction Effect**
NPM Change	2.89	N/A	N/A	3.30	N/A	N/A
TPC	3.88	Non-Significant	N/A	3.93	Non-Significant	
RPC	2.81	22.2%	39%	3.14	15.7%	28%
PC Breach	3.16	21.4%	2%	3.25	14.9%	1%
PC Violation	4.23	15.5%	13%	4.07	13.1%	25%
PC Fulfilment	2.17	15.2%	17%	2.32	16.5%	24%
Normative Commitment	2.79	4.8%	26%	3.06	8.7%	35%
Continuous Commitment	3.03	8.4%	8%	2.86	4.9%	9%
Affective Commitment	2.50	5.2%	23%	2.72	10.6%	36%
IOCB	1.92	4.4%	N/A	2.00	Non-Significant	N/A
OOCB	2.07	Non-Significant	N/A	2.20	Non-Significant	N/A
VSE	2.08	N/A	N/A	2.37	N/A	N/A

Table 9.1 summarises the key quantitative results for both *Alpha* and *Omega*. In seeking to explain differences it is useful to first recall some of the contextual, environmental and institutional exposures that both organisations share which created the 'noise' behind the employee response to NPM inspired change. They are two principal players in the Irish PSD sub-sector with workforces over 1000 and budgets in excess of nearly €50m. Their statutory existence is based on Section 39 of the Health Act. They both receive in excess of 80% of their funding from the State and deliver

services on behalf of the HSE through the mechanism of the SLA and tendering process. They have been severely impacted by austerity with cuts in funding and three concession bargaining agreements have been equally applied to both organisations by the HSE as its 'shadow employer'. The Department of Health's 'Value for Money' report on disability services was part of the changing policy landscape that *Alpha* and *Omega* inhabited where the search for greater savings and efficiencies were imposed by the State funder.

The findings reveal some differences between *Alpha* and *Omega* especially when it comes to their perception and response to NPM inspired change, with *Omega* being more negative. Explanations may lie in the profile of the workforce at *Omega* as portrayed in Table 8.1 where it has longer tenured and more permanent staff who may have previously experienced negative change at the organisation. In addition, the foundation of *Omega* by a clinician embedded the clinical model and by the nature of its work and services meant the employment of more clinicians who may have higher expectations of work and the organisation. This is reflected in *Omega's* higher statistics on intention to quit and seeking alternative employment and weaker job embeddedness portraying some possible frustration of working at *Omega.* Also, employee relations at *Omega* tended to more adversarial and confrontational with higher Trade Union membership and a more proactive Union which made an unsuccessful High Court challenge on the legality of the imposition of concession bargaining cuts by the HSE, as its 'shadow employer'. In contrast, *Alpha* had a more ethnically diverse workforce with more contingent staff on part time hours, with shorter tenure especially as part of their labour intensive home help service division. This profile may have accounted for greater difficulties around reaching and organising employees and contributed to lower unionisation at *Alpha*.

Drawing on Table 9.1, both the RPC and the PC fulfillment were stronger at *Alpha* than *Omega*. Stronger affective and normative commitment were also in evidence at *Alpha* which is supported by the qualitative data. "…the commitment is stronger than ever, much more commitment now than there was in 2007…" Director of Finance *Alpha* In contrast with *Omega* where there was evidence of less commitment and

willingness to go the extra mile "…clock watching is a big thing here...they will not stay a minute over their contracted time…" Technology Manager *Omega*. In line with these findings, PC violation and continuance commitment were weaker at *Alpha* than *Omega*. Finally, IOCB and OOCB were stronger at *Alpha* than *Omega*. The qualitative data was generally more positive overall at *Alpha* with strong evidence that management tried to protect staff, in so far as possible, from the excesses of austerity "…there was no shedding of staff as a result of tendering…" HR Director *Alpha* whereas at *Omega* "…there have been voluntary redundancies…a lot of more industrial relations cases…" Finance Manager *Omega*. Lower levels of commitment and OCB as well as perceived violations of the PC is reflected in a lower level of VSE at *Omega* compared to *Alpha*.

In terms of the relationship between negative NPM inspired change and the PC, commitment and OCB, the outcomes were similar for both *Alpha* and *Omega*, with the hypotheses being proven for all in both organisations with the exception of the TPC and both types of OCB. Negative NPM Change accounted for 15-23% of variance at *Alpha* and 13-18% of the variance at *Omega* in terms of the PC. For commitment, the impact of negative NPM change accounted for between 5-9% of variance at *Omega* and 4-11% at *Omega*, suggesting that negative NPM change had a much lower impact on commitment than on the PC. The impact of negative NPM change was non-significant on OCB at either organisation. There are a number of possible explanations for this including the notion that employees blamed other factors for the negative change and positive reporting bias as discussed elsewhere in the chapter. The impact of the VSE also had a significant influence on the outcomes, for both organisations, as illustrated by the moderation analysis. It was clear that the VSE had an influence on all aspects of the PC excluding the TPC as well as all types of commitment. It is worth noting that despite having a slightly weaker level of VSE, the moderating effect of the VSE on the relationship between negative NPM change and the independent variables was stronger at *Omega* in most instances given their more negative perception of change. This may be further explained by the longer tenure of employees at *Omega* and a determination to make the best of a very difficult situation "at the moment it's just everyone trying to weather the storm" Finance Manager *Omega*.

From this comparison of *Alpha* and *Omega*, it is evident that they were both confronting similar external and institutional forces and trying to manage very similar difficulties in the tough economic climate of recession and austerity. Employees at both organisations were attempting to remain resilient to a crisis that was beyond their control. While there were some evident cracks in the edifice of solidarity, both sets of employees were working hard to weather the storm, clinging to the VSE and their individual sense of purpose to survive austerity and a national crisis.

9.9 The Research Study: Rationale, Methodology, Sample, Limitations and Reflection

This was an exploratory study of NPM type change in the Irish NPVCS, which sought to unveil the type and extent of such change, how and why it had occurred and the impact of such change at sectoral, organisational and employee levels, in terms of people, work and HRM. NPVCS research is underexplored internationally (Taylor 2010) and particularly within the Irish context (Daly 2008, Morley 2014). This study contributes in some way to filling this gap. It was this vacuum that sparked the researcher's curiosity as an ex-HR professional with previous experience of working in the sector.

The study's research paradigm of pragmatism with an advanced mixed methods, multi-level exploratory sequential design in a case study framework (Creswell and Plano Clark 2007). This approach was justified on the basis of best capturing a more complete picture of the growing change dynamic and complexity in the sector. Use of both qualitative and quantitative methods were chosen as "complementary rather than rival camps" (Jick 1983, p.135) and aligned with the nature of an exploratory study. This design proved effective as a platform, allowing progressive and incremental engagement with the domain of inquiry and supporting the growing legitimacy of mixed methods research in management studies (Cameron and Molina-Azorin 2011). However, it was not without its challenges. Finding willing and suitable case study organisations and gaining timely access to them and their workforces at a time of crisis

for the sector proved difficult, with the GFC and public sector austerity unfolding (Russell and McGinnity 2014, Cunliffe and Alcadipani 2016) .

In terms of the sampling frame and field work, the purposive selection of two organisations from the PSD subsector had certain implications. In terms of context, they were both from the same subsector and were classified as 'Section 39' organisations in terms of their funding relationship with the HSE. As such they were subjected to the same regulatory and policy framework and endured the same austerity cuts and concession bargaining. Consequently, the content of NPM inspired change was very similar in both organisations which influenced how they perceived and reacted to this change. The qualitative portion of the research gathered very rich data on both case study organisations, which involved a "thick performance" on behalf of the researcher but also gathered "thick description" on the lived reality of organisational life (Geertz 1973b, Sergi and Hallin 2011).

As a population they shared particular characteristics which was evidenced by the descriptive statistics in Chapter 8, with both organisations being highly feminised and possessing strong instrumental and expressive orientations to work. While the survey was open to all employees, those who were willing to complete it may also be reflective of a particular type of citizenship behaviour. In terms of sample size, *Alpha* (n=819) and *Omega* (n=349) and (n=361) and (n=190) respectively when missing responses were excluded pair wise, which was adequate for inferential analysis (Ellis 2010) and in terms of response rates for academic research (Baruch 1999) . The survey instrument was very comprehensive in capturing many aspects of NPM inspired change and incorporating constructs to measure the reaction to that change. On reflection, this instrument may have been too ambitious as evidenced in the divergence between the response rate and the completion rates and may have been a frustrating exercise to complete or contained some elements of non-response bias (Fan and Yan 2010). The job level, survey mode, advanced notice, follow up reminders and salience may also have had an impact (Roth and BeVier 1998). It was disappointing that the promised financial donation to the charity per completed survey did not yield better rates but is consistent with the literature on the limited influence of such response

inducements (Hubbard and Little 1988, Pedersen and Nielsen 2016, Ward and Meade 2018). More realistic piloting may have addressed this issue, resulting in a greater willingness on the part of the researcher to compromise on what was core and peripheral (Teijlingen and Hundley 2002). Also, statistical analysis of the pilot data, which often gets overlooked (Myers 2013), may have eliminated the need for both a 'Degree' measure and 'Index' measure of NPM inspired change. However, this is an inevitable and intrinsic part of the research apprenticeship and in learning one's craft as a researcher and an academic.

While the study has answered many questions, it also begs further questions which could be addressed via follow up research interviews. The surprise finding of the muted and relatively positive response to NPM inspired change, needs further explication to detect the specific reasons. The literature recognises that not all social exchanges are the same and may result in unexpected and surprising outcomes (Johnson and O'Leary-Kelly 2003, Alcover *et al.* 2017). The context and timing of the study at an unprecedented time of crisis and change for the organisation and the sector must be part of the equation. Equally, the presence and strength of the VSE had a role to play as indicated by the moderation analysis. More granular details around such reasons would extend our understanding of this unique sector. Or perhaps there were some other yet uncaptured factors which a follow up study would hopefully reveal.

9.10 Conclusion

The relationship between Government and the NPVCS is one that continues to grow worldwide but equally is a growing source of conflict and contradiction (Phillips and Blumberg 2017). The Irish experience has been similar when we trace the path, extent and impact of the migration of NPM inspired change, in terms of how both case study organisations have been affected strategically, operationally and culturally in terms of work and HRM. Funding, has long been recognised as the 'Achilles heel' of the sector where funder capture created an isomorphic and resource dependent relationship with the state (Kramer 1994, p.55). Milestones on their movement towards being more business-like and formal were identified. The resulting consequences for employees

in terms of how they perceive and react to this change on a number of behavioural and emotive outcomes were explored.

The findings create a claim to new knowledge about NPM, HRM and the Irish NPVCS. To what extant this knowledge is congruent or divergent with the existing literature and or produces some "surprises" is an important takeaway for both academics and practitioners. The answers to research questions one to three are very similar to what the literature in the developed world tells us on these issues but the Irish context adds a unique contingency to this new understanding. The Irish NPVCS's adoption of NPM has been a slower and more incremental approach until the arrival of austerity during which it made up some lost ground comparatively. However, it has not been a big bang radical change but a more enthusiastic and intensive continuation of existing NPM practices of doing more with less and allowing market forces to thrive. This has been lamented by some as a missed opportunity to reimagine the sector and civil society on more participatory and inclusive lines (Adshead and McInerney 2010, Powell 2013, Powell 2015).

This contextual difference comes more to the fore in helping to explain the divergence that emerges in the answering research questions three and four. Surprisingly, the employee perception and reaction to such change has been mainly positive, running contrary to the extant literature. This muted response to NPM inspired change begs further questions. The answer partially resides in the presence and strength of the VSE among the workforce in the face of such change. The role of the VSE as a distinctive aspect of the sector was important to the study in determining the extent of its moderating influence of negative NPM inspired change. This remains as one of the novel aspects of the study and contribution to knowledge. Given that both organisations have experienced unprecedented change and upheaval at a time of the GFC and public-sector austerity and retrenchment, the proffered explanation for such resilience lay in the VSE. The presence of the VSE was deemed to be strong in both organisations and made its presence felt by fully moderating the impact of such negative NPM across a number of the outputs, namely the RPC, PC violation and continuance commitment while partially moderating normative and affective

commitment. The overriding finding is that a strong VSE helped immunise both organisations but especially *Alpha* from the intuitively expected negative outcomes of NPM inspired change.

Equally the contingencies of the context and climate of the study also played an important role in the findings. The past number of years in Ireland are unprecedented in the history of the state. The depth of the financial crisis brought hardships to every level and sector of Irish society, with the government and the financial sector being seen as the main culprits for Ireland's downfall. Rather than turning employees against their employers, people hunkered down and did their best to ride out the storm. In the face of pay cuts and the endless search for efficiencies, blame was deflected away from individual organisations towards what were broadly considered as greater evils such as the Troika, the EU and government. The weak sense of PC violation and breach in both case study organisations, despite all the changes may be down to the perceived agents of such change being outside their own organisation's control, in the guise of the government funder, the HSE and not *Alpha* or *Omega*. This speaks to the multi foci and multi constituency nature of both the psychological contract and commitment (Yalabik *et al.* 2016, Alcover *et al.* 2017). Evidence from the both case studies but particularly *Alpha*, revealed a close public and employee alignment with the state sector. There may have been some cognitive dissonance at play in separating the negative NPM inspired change from the organisation and management and deflecting it on to the HSE as the state funder. Also, the depth of the national crisis in the public finances, giving that the state had to receive an international bailout and promulgate emergency legislation also contributed to the resigned acceptance by the workforce that change was unavoidable as part of a nation in crisis. This is the irony of a crisis as emerged in the qualitative interviews, that the depth of the crisis brought out a collective solidarity to survive the crisis, particularly in the best interstress of their service users and clients.

NPM entered the Irish NPVCS bloodstream before the arrival of the GR and it had made a significant but incremental impact. The subsequent unfolding of austerity and public-sector retrenchment turbo-boosted NPM inspired change both in the public and

the NPVCS. This austerity infused NPM accelerated the pace and scope of change in the NPVCS and gave new justification and urgency to its use. On refection, this period will become a milestone in the history of the sector and of the two organisations, where the critical issue of survival and sustainability had to be brutally confronted which necessitated sacrifices in the perceived best interest of the organisation and its service users (Crowley 2013). While this period has witnessed the worst excesses of NPM it has also presented opportunities for the sector. NPM has inextricably changed the Irish NPVCS and presented a new horizon. The capacity and willingness of the sector to embrace or recoil from such a prospect lies ultimately within its mission and values as it reflects on its place and its future in civil society in a post-austerity Ireland.

Chapter 10
Conclusion

Chapter 10: Conclusion

10.1 Introduction

This chapter serves as a reflection point to look back at the knowledge created in producing an empirical study as part of the academic apprenticeship, for induction into the community of discourse. It presents an opportunity to revisit the genesis of the study and the stated aims and research questions and to provide reassurance and evidence they have been convincingly answered. The latter feeds into the warrant for the study and identification of its distinctive contribution. It also indicates what lessons it contains for practitioners, policy makers and academics. Finally, it provides a mindfulness moment for the researcher to reflect on their growth and development as a researcher and in finding their scholarly confidence and their individual authorial voice.

10.2 Research Questions and Summary of Findings

The growing interest in the NPVCS and the low knowledge base about the Irish NPVCS in particular, sparked the researcher's initial curiosity as an ex HR professional who worked in the sector. The study sought to satisfy this curiosity by exploring this 'hidden continent', bringing new insight and understanding of its nature and context and explicating its change dynamic in the Irish context. It looked at a specific type of change, namely NPM inspired change, and traced its implications at a sectoral, organisational and employee level. This mixed methods study was designed to answer four research questions:

1a. What are the environmental and institutional forces of change that have shaped the evolution of NPM in the Irish NPVCS?

1b. How has this NPM inspired change infiltrated and impacted the Irish NPVC Sector?

2. How has this NPM inspired change shaped work and HR in the Irish NPVC sector?

3. How have employees perceived and reacted to this NPM inspired change and why?

4. To what extent does the VSE moderate the employee response to this NPM inspired change?

The study shows that NPM inspired change has taken place, with both organisations strongly exhibiting the classic hallmarks of NPM including increased managerialism, measurement, marketing, efficiencies and economies, similar to the non-profit sector in other jurisdictions (Suárez 2011, Cunningham 2016, King 2016). The study identified the factors that triggered this change, principally the growing dependent relationship between the sector and the state and the sector's search for legitimacy. The research showed that this financial resource dependency served as the isomorphic conduit through which NPM inspired change entered the bloodstream of the NPVCS, bringing with it coercive and normative demands, especially concerning the SLA process. The study found that this had a significant impact on work and HRM leading to standardisation and intensification of work practices and the establishment of a professional HR function and policies targeted at supporting and driving performance and change.

Hierarchical regression analysis revealed that in spite of such change, some of which was perceived as negative, the overall employee response was positive, especially at *Alpha* where PC fulfilment, commitment and OCB remained strong. This surprise finding was explained in part by moderation analysis, which illustrated that the presence and strength of the VSE immunised the organisations and their employees from the negative excesses of NPM inspired change. While the findings on the nature and path of NPM inspired change and its impact on work and HR is consistent with the literature (Hogg and Baines 2011, Cunningham 2016, Rees and Mullins 2016a), the findings on the overall positive employee reaction runs contrary to the dominant view in the literature (Cunningham 2008b, Cunningham 2010a) with the exception of (Atkinson and Lucas 2013). Overall, the findings from the study provide answers to the research question and tenders a convincing argument that NPM inspired change has indeed taken place and its impact on work and HRM in the Irish NPVCS has been positive overall, albeit at an unprecedented time of austerity and crisis in the sector and the nation state.

10.3 Unique Contribution and New Knowledge Creation

This issue has been more fully addressed in the methodology and discussion chapters but merits a mention at this concluding stage and is summarised in Table 10.1 below. Every study aspires to making a contribution, be it theoretical or empirical, to the extant literature and body of knowledge in the field of inquiry (Whetten 1989) by striving to be original and of some utility (Corley and Gioia 2011) though there may be mixed opinions on what that may look like (Ferris *et al.* 2012). This study was conducted with the same intent by shining a much-needed spotlight on the Irish NPVCS. Empirically, the study reveals the sector to be more evolved, sophisticated and complex than common perceptions would indicate, consistent with predicted trends in the literature (Kramer 2000). Interrogation of the sector through the creation of a theoretical framework which informed the crafting of a unique conceptual framework allowed discovery of how and why NPM inspired change had impacted the sector, its work and its people. This brought greater contextual understanding of the Irish NPVCS and its approach to HRM. It also confirmed the continued relevance of NPM and offered insights into how this construct applied in an Irish setting and under extreme conditions of austerity. The development of a measurement scale for the VSE brought new theoretical and empirical rigour to this evolving construct in demonstrating its existence, relevance and influence in the NPVCS.

Table 10.1 Contribution To Knowledge Creation

Contribution	What Has Been Confirmed	What Hs Been Extended	What Is New
Theoretical	The study confirmed the robustness of the theory of NPM which is still relevant and in evidence (Hyndman and Lapsley 2016).	The study extends our understanding of NPM in the unique context of austerity.	A new and more nuanced understanding of the construct of NPM which remains robust under new conditions of austerity
	The study confirmed that NPM continues to be a mechanism for change (Lapsley 2008).	The study extends our understanding on how NPM inspired change impacts work, people and HRM.	HRM in the NPVCS is unique in certain respects and contextualises people practices.
	The study confirmed that the NPM inspired change primarily infiltrates the NPVCS sector via its resource dependency relationship with the state (Cunningham *et al.* 2014).	The study extends our understanding of how NPM migrates and infiltrates the NPVCS.	The creation of a new unique theoretical framework of institutional, resource dependency and strategic choice theories more fully explains the

			complexity of this migration process
	The study confirmed the existence of a VSE construct.	The study extended our understanding of the VSE construct	The creation of a new psychometric scale to measure the VSE.
Empirical	The study confirmed the presence and influence of NPM in the Irish NPVCS.	The study extended our understanding on how NPM inspired change infiltrated and impacted the Irish NPVCS.	A unique set of contingencies shaped NPM inspired change in the Irish NPVCS
	The study's findings confirmed that the employee response to adverse change is not automatically negative and that employee attitudes are more robust than the main literature indicates similar to the findings in the Atkinson and Lucas (2013) study in the UK social care system.	The study extended our understanding of how employees respond to NPM inspired change in times of crisis underlying the importance of specific context and timing	This study identified and determined the presence and influence of the VSE. The study illustrated the moderating power effect of the VSE.

10.4 Limitations

Every piece of research is limited in some respect, involving design and methodological decisions which realistically contain the inquiry (Bryman 2003, Bryman and Bell 2007). Inherent in the study's epistemological and ontological stance the study is circumscribed by organisational structures and by human behaviour (Dubin 1982).

The adoption of a mixed methods approach attempted to mitigate some of the systematic issues and limitations that surround a mono-method of either qualitative or quantitative alone, by capturing a more comprehensive picture of the phenomenon under examination, affording tighter alignment with the studies research aims (Creswell and Plano Clark 2007, Molina-Azorin *et al.* 2017, Turner *et al.* 2017a). The decision was made easier by a growing acceptance of a mixed method approach in organisation studies research (Cameron and Molina-Azorin 2011). The constructivist and interpretative nature of the qualitative portion of the study leaves itself open to the implicit and explicit biases of the researcher and how they were socialised personally, occupationally and academically. Mindfulness of such biases was used to preserve

objectivity and reserve judgement until all the evidence was gathered and analysed. On the quantitative side, the use of any self-report instrument, such as the employee survey, comes with health warnings regarding self-report bias and common method variance (Donaldson and Grant-Vallone 2002, Podsakoff *et al.* 2012). To control and minimise such interference, valid and psychometrically robust scales were selected for the constructs used in the survey instrument. The assured anonymity of the survey responses and the independence of the researcher were also emphasised to help minimise self presentation and social desirability bias. On reflection, however, the length of the survey and the cognitive effort required to complete it may have been an undermining factor as evidenced in the disappointing completion rates (Tourangeau *et al.* 2002).

10.5 Implications for Management and Recommendations for Policy and Practice in the Sector

While empirical research demands rigour, it also must have relevance and value to practitioners in the field if it's to reach a wider audience and potentially make a difference (Rynes *et al.* 2001, Vermeulen 2005). One of the attractions of organisational studies and case study research is that it provides a window into the real world of work and access to the dynamic nature of organisational life (Gray 2004). This brings greater relevance and utility of a study's findings for those involved in the field be they leaders, managers, employees or policy makers.

At a sectoral and policy level, the study raises questions about what kind of NPVCS model Irish society wants and needs and the sustainability and viability of the current mixed economy of care model. Many countries are asking this question in light of the GFC (Anheier 2009, Reeves and Mullins 2016). The sector has evolved into a significant socio-economic force but may be reaching a fork in the road, in terms of a full embrace of its 'fourth sector' role as an arm of government service provision. Pressure is growing for the sector to reassert and reclaim its independence in carving out a more autonomous role which is self-financing and less reliant on state funds and state contracts (Alessandrini 2002). Austerity has brutally exposed the sector's Achilles heel of funder capture in its vulnerable reliance on one customer, namely the

state. NPVCS leaders and boards may use this study to reflect on its findings to re-evaluate their existing mission agency. Inherent contradictions between the twin roles of service provider and advocate remain with mixed views on how best they can be reconciled (Ferris 1993).

At a more operational level, the crisis, while painful for many, made organisations realise that they could do more with less and be more efficient, effective and accountable. It brought a new level of discipline and rigour to the sector, which some would say was badly needed (Weisbrod. 1998, Collins 2005b). The NPM principles have served to bring a more business-like and commercial approach to the sector and embedded such thinking into the operational discourse. Ironically, this have contributed to its survival at time of crisis and enhanced its legitimacy, which made it even more attractive to government in terms of 'crowding in' but less attractive to society fundraising in 'crowding out'(Brooks 2000b). The lesson and challenge for leaders and managers going forward is how best to harness this new discipline, while remaining true to their values, mission and ethos.

In terms of HRM, the study reinforces the distinctiveness of the sector and the type of people who are drawn to work there as reflected in the VSE. It raises questions about how HRM can best support both the VSE and a market facing sector. The resilience of the VSE in the face of difficulties and change is testament to the need to protect and preserve it and to better harness it to brand the sector as an employer of choice and use it to gain and maintain greater commitment and engagement from staff in serving the organisation's cause and clients.

10.6 Future Research Agenda

The theoretical and conceptual frameworks deployed in the study were deliberately crafted using particular theories and constructs. Both are open to further expansion and refinement by including other theories to explain the spread of NPM and other constructs and research hypotheses to capture the employee reaction. For example, network theory and OCB-Client are two possibilities that may provide further insight.

As a cross-sectional study, which captured an interesting and critical moment in time in the sector's evolution and change, it automatically begs questions around how this change would play out over a longer period of time. A time lagged longitudinal study capturing, pre, mid and post-recession and austerity may yield interesting findings. A second round of interviews in this study could reveal a deeper understanding into employee perceptions and reactions. Adding a temporal component to some of the constructs in the conceptual framework such as the PC, commitment and OCB, with their strong affective and cognitive undertones, may provide a further insight into the dynamics of the employee response to change and the multi-foci and episodic nature of such reactions as addressed in a recent study of OCB (Methot *et al.* 2017).

Given the under development of HRM research in the NPVCS, the study signals future research, both empirical and theoretical, on such topics as values infused HRM and the role of the VSE in configuring models of HRM in the sector. Also, the manner and extent of diffusion of HRM practices from the private and public sectors to the NPVCS merits investigation.

Equally, the limited generalisability of the study, which focused on two case studies in the PSD subsector, could be raised by widening the population to include more case study organisations across more sub-sectors, conducted in more normal times on the economic cycle. The growing compilation and availability of consistent statistics and data on the sector, nationally and internationally, which was an enduring impediment to research (Word and Sowa 2017), is improving considerably and presents new opportunities.

One of the minor contributions of this study was the first steps development of a VSE psychometric scale and pre-emptive testing of its moderating effects. Given the centrality of this concept to understanding the sector, further study needs to be conducted to psychometrically develop and grow its robustness, validity and reliability across a larger population in different sub-sectors and in different countries in line with psychometric development best practice (Anastasi and Urbina 1997, Rust 2009). The VSE as a construct is in its infancy and presents theoretical and empirical research

opportunities to refine it and test VSE related hypotheses across a range of contexts and interactions (Cunningham 2010a, Lapworth *et al.* 2017).

While the study has answered some questions, it also prompts additional questions, particularly around the long-term sustainable future of the Irish NPVCS and its continuing relationship with the state and its reliance on state funding. NPM like change has been a double-edged sword in forcing the sector to become more business-like, which has contributed to its survival and legitimacy but equally, it has resulted in tensions around its original values and mission. How both can be effectively reconciled going forward leaves open the possibility for further and more elaborate enquiry. The struggle of mission versus margin remains as salient as ever for the sector and extending a theoretical and empirical understanding of NPM, HRM and the VSE in the sector, contributes to explicating that tension.

10.7 The Research Journey-Pilgrims Progress!

Conducting and completing any piece of research is a craft that requires thought and reflection as well as planning and execution and natural after thoughts on what could have been done differently (Daft 1983). The researcher initially approached the research idea and question with certain expectations. However, the process and practice of research is a road containing obstacles and detours, which progressively influence and shape the researcher's thoughts and views. The motto of "think big and research small" was reinforced in terms of the boundaries of the study, especially around an over-ambitious survey instrument which tried to measure too much and by default was too long and impacted completion rates. Allowing for the need to statistical analyse pilot survey data was also a valuable lesson. Fully appreciating the challenges of gaining adequate and timely access to case study organisations was also underscored. Such pre- and post-study realisations and learning is central to growing one's craft as an academic and as a writer and to finding one's authorial voice as a new entrant to the discourse community of academia.

10.8 Conclusion

NPM inspired change has infiltrated the Irish NPVCS and has impacted work and HRM in the sector. This has occurred incrementally and progressively over a number of years in parallel with the growing dependent and inter-dependent relationship between the State and the sector. The currency of this relationship was primarily financial resources, upon which the sector depended and which provided a receptive gateway through which isomorphic pressures and demands of the public-sector philosophy of NPM became embedded. The extent of this funder capture vulnerability was made more explicit with the arrival of the GFC and austerity, resulting in a gear change in NPM reforms.

The resultant managerialism of NPM like change impacted organisations strategically, operationally and culturally, and exposed some of the tensions and contradictions of becoming a more business-like and quasi-market facing organisation. In terms of work and its people, it brought a new level of formality, standardisation and quality assurance, which translated into altered work roles and parameters and hollowed out some of the intrinsic components of work in the social care sector. In trying to do more with less it resulted in downward pressures on costs, with a degradation in wages and terms and conditions of employment. However, surprisingly, in spite and despite of this change, the employee reaction has remained robust and positive in terms of the PC, commitment and OCB. This surprise finding can be partially explained by the resilience of the VSE which has served to moderate the full impact of such change and preserve this primal sectoral trait which remains key to its survival. Explanation also lies in the exceptional and unprecedented context and unique timing of a sector and nation in crisis and the collective solidarity of the sector and its employees to survive the tempest. As the Irish economy returns to calmer waters, the NPVCS and its workforce will have opportunities to carefully assess and evaluate the storm damage and reflect on its future direction.

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Appendices

Appendix A - Definitions of the Non-Profit Sector:

1. John Hopkins Structural Operational Definition: (Raja *et al.* 2004)
Includes in the non-profit sector, organisations that share five basic characteristics: formal, private, non-profit-distributing, self-governing and voluntary. Its validity was tested against the comparative realities of cross-national research in three disparate countries and was found to be robust.

2. Third Sector Impact Consensus Definition: (Rousseau 2000)
"The third sector consists of private associations and foundations; non-commercial cooperatives, mutuals, and social enterprises; and individual activities undertaken without pay or compulsion primarily to benefit society or persons outside of one's household or next of kin".

3. Charities Act 2009 (Ireland) Definition of Charitable Purpose:
Section 3 of the Act: Organisations that have exclusively charitable purposes (see below) and provide public benefit will be eligible for inclusion in the Register of Charities. The charitable purposes defined in the Act are:

1. The prevention or relief of poverty or economic hardship
2. The advancement of education
3. The advancement of religion; or
4. Any other purpose that is of benefit to the community, which is specifically broken down to include:
   - The advancement of community welfare including the relief of those in need by reason of youth, age, ill-health or disability
   - The advancement of community development, including urban or rural regeneration
   - The promotion of civic responsibility or voluntary work
   - The promotion of health including the prevention or relief of sickness, disease or human suffering
   - The advancement of conflict resolution or reconciliation
   - The promotion of religious or racial harmony and harmonious community relations
   - The protection of the natural environment
   - The advancement of environmental sustainability
   - The advancement of the efficient and effective use of the property of charitable organisations
   - The prevention or relief of suffering of animals
   - The advancement of the arts, culture, heritage or sciences; and
   - The integration of those who are disadvantaged, and the promotion of their full participation in society.

Appendix B: List of Reports Published on Irish Public Sector Reform

Year	Name of Report
1932	*The Brennan Commission*
1969	*The Devlin Report* 1
1969	Public Service Organisation Review Group (PSORG), (1969): *Report of the Public Service Organisation Review Group*
1985	*Serving the Country Better*: A White Paper on the Public Service
1994	Strategic Management Initiative (SMI) in the Irish Civil Service
1996	*Delivering Better Government:* Second Report to Government of the Co-Ordinating Group of Secretaries - A Programme of Change for the Irish Civil Service
1996	Better Local Government: A Programme for Change
2000	Delivering Better Government Report
2002	Evaluation of the Progress of the Strategic Management Initiative / Delivering Better Government Modernisation Programme
2008	OECD Report -Ireland: Towards an Integrated Public Service
2011	Public Service Reform Plan
2014	Review of Customer Charters and Customer Service Action Plans in the Civil Service
2014	Public Service Reform Plan 2014-2016
2014	Strengthening Civil Service Accountability and Performance - Consultation Paper on Programme for Government Commitments
2014	The Rafter Report: Final Report of the Independent Panel on Strengthening Civil Service Accountability and Performance
2017	*Our Public Service 2020* Programme launched

Appendix C: Irish Public Service - HR Related Modernisation Outputs and Chronology

Year	Report/Event
1987	Commencement of Social Partnership Agreements.
1994	*Strategic Management Initiative (SMI)* launched and Inter-Departmental Committees of Assistant Secretaries established on SMI themes
1996	*Delivering Better Government (DBG)* published SMI/public service modernisation unit created in Department of the Taoiseach (Prime Minister)
1997	Public Service Management Act SMI Implementation Group established Hay Report on the design and implementation of new performance management structures *Programme for Competitiveness and Work* launched
1998	*Partnership 2000 for Inclusion, Employment and Competitiveness* agreement and Partnership structures agreed Employment Equality Act
1999	New, enlarged SMI Implementation Group formed Change Management Fund established *Programme for Prosperity and Fairness* published
2000	Performance Management and Development System (PMDS) launched Equal Status Act, 2000
2001	Gender Equality Policy for the civil service launched
2002	Independent evaluation of SMI published Diversity in The Civil Service policy launched Public Service Benchmarking Body Report
2003	*Sustaining Progress Document,* the sixth in a series of Agreements between Government and the social partners which date back to 1987 (the beginning of Benchmarking agreements as part of Social Partnership process) - -Reform of the Civil Service (Regulations) Act, 1956 - An independent evaluation of PMDS (Performance Management Development System)
2004	The Public Service Management (Recruitment and Appointments) Act Mid-term Review of Part Two of *Sustaining Progress* (benchmarking) social partnership process.
2006	*Towards 2016 Ten-Year Framework Social Partnership Agreement 2006-2015*
2009	Public Service Stability Agreement I - 2010-2014 (Croke Park Agreement)
2012	Public Service Stability Agreement II -2013-1016 - Public Service Agreement (Haddington Road Agreement)
2013	Department of Public Expenditure and Reform - *Public Service Reform Plan 2014-2016* launched
2014	The Public Service Management Act 2014
2015	Public Service Stability Agreement III – 2015 -2017 (Lansdowne Road Agreement)
2017	*Our Public Service 2020* Programme launched

Source: Adapted from: (Robinson and Morrisson 2000)and (Robinson and Morrisson 2000)

Appendix D: Coding Tree/Framework

Theme/Parent Node:	Sub-Theme/Sub Node: and Sub-Sub Themes
Participant / Joining the NPVCS	- Previous NPVCS experience - Volunteering experience - Public sector experience - Private sector experience - Surprises on joining the sector - Instrumental motivations for joining - Expressive motivations for joining the sector - Other reasons for joining the sector
External Forces for Change	- The economy and the GR - Public sector funding and austerity - Legal issues such as employment law - New Charity Act 2009 - Political issues such as change of government - Policy issues such as Progressing - Disabilities & Value for Money Report - The State Funder HSE and its operations - The SLA processes and contracting - New entrant private sector competitors - Quality Inspectorate and HIQA - Publicity or Press issue/scandal
Internal Forces of Change	- Milestones and turning points - Leadership change - Merger or acquisition - New service contracts or loss of services - New organisational structures - New systems or processes - New standards or protocols - Mission drift v mission distortion
NPM Inspired Change	- Managerialism and management - Bureaucracy - Formalisation - Standardisation - Paperwork and systems - Technology - More professional managers - Displacement of volunteers - Measurement and metrification - Statistics - Benchmarking - Quality standards - Marketing and commercialisation - Business tools and systems - Branding - Money and bottom line thinking - Accounting and auditing practices - Efficiencies - Economies - Effectiveness

Own Functional Area *(be it Operation, Finance etc.)*	➢ Major changes and challenges ➢ If do the job differently now ➢ Membership of any professional body ➢ Best fit v best practice policies and practices ➢ Where the functional is at and going
Work and Work Practices	➢ New work practices ➢ Technology enhanced work ➢ Work intensification ➢ Work pressures and targets ➢ Multi-tasking and fudging of task
Boundaries	➢ The level of 'add ons' to the job ➢ Staffing levels to do the job ➢ Staff client ratios ➢ Level of autonomy in the job ➢ Level of training provided to do the job ➢ Level of supervision and support ➢ Amount of unpaid time to get the job done
Culture and Ethos of Sector & Org	➢ Going the extra mile to get the job done ➢ Define the culture and ethos ➢ Existence of a VSE ➢ Example of culture & ethos in action ➢ Degree culture & ethos is changing ➢ Degree culture and ethos matter or not ➢ Culture & ethos changing factors ➢ Service culture v advocacy culture ➢ Difference to culture in public & private sector ➢ Similarity to culture in public & private sectors ➢ Threats to the ethos and culture ➢ One thing one would want to change in culture
The HR Function	➢ Size and growth ➢ Formality ➢ Professional and CIPD qualified ➢ Strategic v Operational ➢ HR policies and procedures & level ➢ HRIS and technology ➢ Power and Presence on SMT ➢ Model of HR ➢ Perception and reputation and status of HR ➢ Support and enabler to line management ➢ Change agent

HRM Cycle	Resourcing and R&S
	    o Induction
	    o R&S policy
	    o Systems and best practices
	    o Recruitment
	Performance Management
	    o PM policy
	    o PM system
	    o Training on PMS
	    o Metrication of performance
	    o Performance v Developmental
	Attendance Management
	    o Policy and system

    o Metrics
  Training, Learning and Development
    o L&D Function and Manager
    o L& D Policy
    o L& D system

Employee Relations	Policies and systems

Policies and systems
    o Disciplinary and levels
    o Grievance and levels
Climate of ER
    o Collaborative v Confrontational
Collective Bargaining
Trade Unions
    o Existence and Recognition
    o Number and type
    o Density of membership
    o Help or hindrance
Staff Representative Committee/Forum
Influence of 'shadow employer'
Type of ER issues
    o ER & austerity & concession
    o Downsizing
Power and Presence on SMT
Model of HR
Perception and reputation of HR
Link to PMS
    o Type and level of L&D
    o Management Development

Employee Perception & Response
- Overall positive or negative
- Commitment levels
- Extra mile/OCB levels
- Work to the rules level
- Work intensification
- VSE in evidence
- Coasting in roles
- Anger and upset and frustration levels

Future for Org & Sector
- Threats ahead
- Opportunities ahead
- Autonomy and sustainability
- Fourth sector / arm of govt
- Service arm v advocacy role
- Mission drift
- Resilience of VSE

Free Nodes/Themes
- Political lobbying
- Politic influence and networking

Appendix E: Letter to CEOs of Irish NPVCS Organisations Seeking Participation of their Organisation as a Case Study Organisation in the Study

LIMERICK   INSTITUTE OF TECHNOLOGY
INSTITIUID TEICNEOLAIOCHTA LUIMNIGH
DEPARTMENT OF   BUSINESS, MOYLISH PARK, LIMERICK

Date:
Mr/s
Chief Executive Officer
Address

Dear Mr/s

Re: Case Study Organisation Participation in An Exploratory Study on the Role of HR as an Agent of Change in the Irish Non-Profit, Voluntary and Community Sector

I am a full time Lecturer in HRM within the Department of Business at Limerick Institute of Technology. Currently, I am undertaking part-time study for a PhD in HRM in the Business School at the University of Strathclyde in Glasgow.

I am conducting an exploratory study into HRM and organisational change in the Irish Non-Profit, Voluntary and Community Sector (INPVCS). HR Research on the Irish NPVCS is under explored compared with the public and private sector and much has yet to be learned and understood about this valuable and expanding sector, especially during this time of unprecedented change and upheaval. In particular, I am looking at the following:

- The changing nature of management, including Human Resource Management (HRM) in the Irish NPVCS, in terms of philosophy, policy and practice.
- Identification of the forces and reasons for such change, stemming from both inside and outside the sector and the organisation.
- Exploring the role HR plays in formulating and driving such change
- Tracing the impact of such change on the culture and value system of organisations.
- Evaluating the impact on employee work practices and on the level of workforce commitment and trust and work identity.

Having initially conducted some exploratory 'reality check' research, I am now seeking to conduct an in-depth analysis within some case study organisations and write to inquire if your organisation would be interested in participating.   This would involve the following

- A review of the organisation's documentation and polices such a strategic plan, mission, goals, processes, systems and procedures including HR.
- Interviews with the organisation's principal stakeholders including Trustees, CEO/General Manager and various functional and line Managers, such as HR, Finance, Marketing, Fundraising and Operations.
- Interviews and focus groups with a sample of employees and volunteers at various levels throughout the organisation.
- Employee survey to gauge reaction to HR driven change within the organisation.
- Interviews with contracted service providers, where applicable.
- The protocol and schedule for all of the above would be provided in advance. The initial phase of the study would primarily focus on an interview with yourself and with line and functional Managers, which I would hope to conduct over the coming months.
- Such case study analysis would be conducted strictly in accordance with the University's ethical research standards and best practice. Therefore, it would be private and confidential at all times and the anonymity of the organisation and all its staff, stakeholders and named third parties would be strictly protected

I would very much appreciate if you and your organisation would consider participating in this research project as I believe involvement may prove beneficial in that that:
- It would add to our knowledge and understanding about the Third sector, which remains under explored despite major and unprecedented changes in the sector.
- It would hopefully provide insight into your own organisation, its culture and the HR function.
- On completion of my degree, I will gladly provide you with a copy of the study findings.

I hope to contact you by phone over the next few weeks to ascertain if you are interested in participating in this worthy research project and to possibly set up a meeting with you to more fully explain the aims and benefits of the research and how it will be conducted. In the meantime, if you have any questions or want further information or clarification about the research, please do not hesitate to contact me via phone or e mail

I thank you for your help and co-operation on this matter and I look forward to speaking with you.

Mise le meas

_____
Pauric P. O'Rourke
Chartered MCIPD
Lecturer in HRM
E: pauric.orourke@lit.ie
Cc   File

Appendix F: Schedule of Persons for Qualitative Interviews – Two Case Studies – Alpha and Omega

Alpha			Omega		
Job Title	**Number**	**Gender M/F**	**Job Title**	**Number**	**Gender M/F**
CEO	1	F	CEO	1	F
Company Secretary	1	M	Director of HR	1	F
Director of HR	1	M	HR Manager	1	M
Director of Finance	1	F	Director of Services	4	1 M 3 F
Director of Fundraising	1	F	National Director of Adult Services	1	F
Directors of Services	3	1 M 2 F	Communications Manager	1	F
Communications Manager	1	F	IT Manager	1	M
Area Managers	6	1 M 5 F	Retail Operations Manager	1	F
Service Co-Ordinators	6	2 M 4 F	National Manager of Training	1	F
Fundraising and Retail Manager	1	M	Finance Managers	2	1M 1F
			Technology Managers	2	1M IF
Board Member	1	M			
Total:	**23**	**7 M/ 16 F**	**Total:**	**16**	**5 M / 11**
Other Stakeholders					
Job Title	**Number**	**Organisation**	**Gender M/F**		
HSE - National Director of Disability Services	1	HSE – State Funder	F		
HSE – Area Manager of Disability Services	1	HSE – State Funder	F		
Advisor to Community Sector Employers Form	1	Community Sector Employers Forum	F		
Advisor in Umbrella Body for the Sector	1	The Wheel – Representative Umbrella Body	F		
Consultant on Charity Sector Team in a leading Management Consultancy	1	PWC - Charity Sector Team	F		
Assistant General Secretary of a Trade Union in sector	1	IMPACT Trade Union	F		
Trade Union Organiser in a	1	SIPTU Trade Union	M		

Trade Union in the Sector					
Total:	**7**				
Preliminary Informal Scoping Interviews With HR Directors in NPVCS					
Job Title	**No**	**Sub Sector**			
HR Directors	3	Disabilities/PSD			
HR Manager	1	Children			
HR Directors/Mgrs.	6	Overseas Aid			
HR Director/Mgr.	2	Disease / Medical			
HR and Development Director	1	Poverty			
Total:	**13**				

Appendix G: Interview Protocol

Schedule for Semi-Structured Interviews with Management/Supervisors in the Two Case Study Organisations.
(1hr plus duration Chronology of questions open to re-order depending on the natural flow of the conversation)
(All interviews will be strictly anonymous with no identification of the person or the organisation. Interviews will be recorded for clarity of analysis)

Outline:
   Introduction:
   - Recap on the Purpose of the Study and research questions
   - Verify they received the Participant Information Sheet
   - Get signed Consent Form and agreement on voice Recording of interview
   - Explain and re give ethical assurances and explain follow up including planned on line survey to all employees.

1. **Career /Job Background/Exposure to the NPVCS:**
   - Biometrics (Age Grouping, Gender, Race, Education)
   - How Entered the Voluntary Sector
       o Impressions when first entered the sector and if they have been met or changed since
   - If had previous sector experience in sector be it paid or voluntary
   - The prime motivation in joining the sector
   - Extent of Public Sector or Private Sector work experience
   - Current Role and Place in the Org Structure:
       o Who they report to
       o What the job involves – demands and challenges
       o How the job compares with other jobs outside the sector
       o If the job has changed and why

2. **Change and Sources:**
Your perception and view of sources and forces of change in the sector and at your organisation. Seeking evidence of NPM types changes be they externally imposed or strategically adopted.
   - External Drivers of change within the sector and the organisation
       o Relationship with HSE
       o Funding and Dependencies
       o Regulatory and policy framework
       o Key milestones which stand out as change events or triggers
       o The SLA and contracting/commissioning process
   - Internal Drivers of Change and Culture within the Sector and the organisation
       o Management structure
       o Strategy
       o Leadership and decision making

       o   Quality initiatives and accreditation
       o   Systems, processes, standardisaiton and formalisaiton
       o   Technology

- The organisation and Own Functional Area be it operations or finance or HR etc. (where applicable)
  - Specific changes in functional area in term of work practices, policies, procedures and systems.

3. **Change and culture at the organisation.**
   - Defining the culture and feel of the organisation
   - The Voluntary Sector Ethos and the Organisation's Values and Organisational Culture
   - How the ethos is felt and lived and how it is changing or under threat in light of austerity. Who is responsible and how does it link back to the internal and external drives of change in 2.
   - Service delivery arm v advocacy role – conflicts and compromises

4. **People Management and HRM at the Organisation, from a Manager/Supervisor perspective**
   - The extent and adequacy of HR policies and systems
   - The Perception and Role of HRM and its Role in managing and implementing change such as SLAs and HSE rules etc.
   - As a supervisor implementing policies and procedures of the organisation, to what extent do HR support your role and how have they changed.
   - The industrial relations climate at the organisation
   - The influence and presence of Trade Unions
   - How employees are responding to the change and austerity cuts and degree to which commitment has been impacted

5. **Challenges Ahead for the Sector and for the organisation**.
   - Consolidation and Mergers
   - Creating a for profit subsidiary
   - Alternative revenue streams
   - Will the sector and the organisation look the same in say 5 or 10 years times and is yes or no, why?

6. **Any final thoughts or reflections**

Conclusion:
Thank you and reassurance of confidential and ethical issues

▪▪▪

Detailed Qs Based on the Above General Outline: (Not rigid, depending on flow and sequence of conversation) Based on HR but can be adapted if interviewing a different functional area such as operations or finance etc.

Extract from the covering letter already sent to each interviewee:
 "In particular, I am looking at the following:
· *The changing nature of management, including human resource management (HRM) in the Irish NPVCS, in terms of philosophy, policy and practice.*
· *Identification of the forces and reasons for such change, stemming from both inside and outside the sector and the organization.*
· *Exploring the role HR plays in formulating and driving such change*
· *Tracing the impact of such change on the culture and value system of organizations.*
· *Evaluating the impact on employee work practices and on the level of workforce commitment and trust."*
The above will be used to segment the interview

Section 1:
The changing nature of management, including human resource management (HRM) in the Irish NPVCS, in terms of philosophy, policy and practice.
Identification of the forces and reasons for such change, stemming from both inside and outside the sector and the organization.
Q1: Please tell me something about the history and background of the organisation and its driving mission? What are considered the landmarks in its development?
Q2: What is your role in the organisation, is it new and how did you come to this role?
Q3: To what degree has the organisation undergone any significant organisational change over recent years and what were the causes for its occurrence? (e.g. Relationship with Govt. Funding dependencies, legislation etc) How does it compare with other organisations in your field?
Q4: To what extent does the existing mission and history influence and shape the organisation's approach to general management, HRM and overall how you do business? To what extent has the organisation's mission changed in recent years and how has this impacted and manifested
Q5: How would you describe the organisation's current approach to industrial relations and employee relations issues? To what extent are you unionised / staff representation?

Section 2:
Exploring the role HR plays in formulating and driving such change
Tracing the impact of such change on the culture and value system of organizations.
Q6: How would describe the culture and ethos of this organization, how it was formed and how it manifests itself. Are there sub-cultures in the organization and why? How do such sub cultures operate?
Q7: Do you think your organization has a distinct voluntary sector ethos (compared to the private and public sector) and if so, how does it manifest itself and make a difference?
Q8: To what extent has your organizational culture changed in recent times and why? Was it planned or just happened

Q9: What role does HRM play in maintaining or changing that culture and how? Have you introduced any specific HRM policies and practices that feed into this?

Q10: How is the HRM function organised in the organisation? What is its perceived reputation historically and presently? Is HR represented at the highest level of the organisation? Does HR have a direct input into the strategic decision-making process and if so how?

Q11: What model of HRM operates in the organisation, is it business partner, advisor, fire fighter etc. Is there any particular model of HRM you identify with or are striving to move to and promote and why?

Q12: What is the nature of the relationship between the HR function and line management? Are there any particular challenges around this?

Q13: What role does HRM perceive itself to have in formulating and driving change in the organisation? Where change has occurred, how has change happened and what role has HR played in it? Was there resistance to change and is so, where did it come from and why?

Q14: To what extent is there an alignment between what the organization and its culture stands for and how people are managed in the organization Is there any disjoin and why?

Section 3:

Evaluating the impact on employee work practices and on the level of workforce commitment and trust.

Q15: To what degree have work practices changed in recent years or are planning to change?

Q16: Why were such changes necessary and how did you implement them?

Q17: What has been the fallout from such changes in terms of HRM practices and employee engagement?

Q18: What has been the fallout in terms of new organizational structures and working relationships and how you do business?

Q19: Is there any evidence that the level of trust and commitment on behalf of the workforce has changed or is changing and how is that manifested and or measured?

Q20: To what extent do you think your HR policies and practices are contributing to workforce commitment and trust and how does that link back to you mission and ethos?

Section 4 The Future:

Q21: What are the threats and opportunities ahead facing the org and the sector?

Q22: How prepared is your organisation for such events?

Q22: Will the organisation look the same or different in say 5 or 10 years' time and why?

***************Thank You, Very Much for Your Time and Help, ************

Appendix H: Survey Instrument (*Qualtrics* On Line Employee Questionnaire) with Informed Consent Indicator, Distributed to Staff in Both Case Study Organisations

1.1. Background:
Thank you for taking the time to complete this questionnaire, which should take no more than 15-20 minutes.

My name is Pauric O'Rourke and I am a Lecturer in Human Resources Management (HRM) at Limerick Institute of Technology. I am also a part-time PhD doctoral student in HRM at Strathclyde Business School at the University of Strathclyde in Glasgow and my research is on HRM and organisational change in the Irish Non-Profit, Voluntary and Community Sector (NPVCS).

Research on the Irish NPVC sector is under explored compared with the public and private sectors and much has yet to be learned and understood about this valuable and expanding sector, especially during this time of unprecedented change and upheaval. In particular, I am looking at: - The changing nature of jobs, work practices, working conditions and management in the sector. - How employees have responded to such changes in terms of commitment and trust. It is only by talking to people working in the charity sector that I can really discover how the sector is changing. Therefore, your input is invaluable and much appreciated. In gratitude I pledge to make a donation to your fundraising initiatives based on the number of completed questionnaire I receive back.

1.2. Instructions:
There are a number of sections to the questionnaire beginning with some questions about your job. Please answer all questions on each page as accurately and fairly as possible and make sure to give yourself enough time to complete the questionnaire. When you reach the end of the questionnaire, please place your completed questionnaire in the attached self-addressed envelope for safe and confidential return to me, the Researcher.

1.3 Ethical Assurances:
Please be assured that all data collected will remain totally anonymous and confidential. It will be held and stored securely in accordance with the Data Protection Act. This research is being conducted strictly in accordance with the University of Strathclyde's Research Code of Ethics and the research has been approved by the University's Code of Ethics Committee, by your Organisation's Research and Ethics Committee, where applicable and by your CEO.

The data will be held and used by the researcher only. The researcher was not commissioned or paid by your organisation to conduct the study and remains totally independent of the organisation and has no conflict of interests. Raw data will not be shared with the organisation or any third parties. You may choose to withdraw your responses from the study at any time. On completion of the study, you may request a summary copy of the findings, by contacting the Researcher at **pauric.orourke@lit.ie**

1.4. Donation to Your Fundraising Initiatives in Gratitude:
To show my appreciation and gratitude for your time and interest in completing this questionnaire, I pledge to make a donation to one of the fundraising initiatives of your organisation, based on the number of completed questionnaires I receive. Therefore, the more completed questionnaires I receive the better.

1.6. On Line Version: If it would be more convenient for you to complete, there is also an online version of this questionnaire, which can be found at the following anonymous link:……..

1.5. Informed Consent: Based on the above information, are you happy to proceed with completion of the questionnaire? Tick **Yes / No**

Please enter your job information in the spaces provided below:

Job Area:

2.1 Name of Department/Division/Unit	
2.2 Job Title / Job Level	

How long have you been employed in your current job and in the organisation? (Please enter an approx. value for month as well as year, even if it is 0)

2.3 Time in current job/role?	Year(s):	Month(s):
2.4 Time employed in organisation overall	Year(s):	Month(s):

2.5 **Working Hours:**

Full Time:	Part Time:	If Part Time, Approx. No. of Hours Worked Per Week:

2.6 **Nature of Employment Contract**:

Permanent:	Fixed Term/Specified Purpose	Temporary/Casual	Other (please specify) e.g. Agency

2.7 **Are you a member of the organisation's Trade Union or Staff Association?**

Yes	No	Not Applicable

2.8 **Were you an unpaid volunteer with this organisation before becoming a salaried staff member?**

Yes	No

2.9 **Have you worked in other sectors in the past?   Yes or No   If Yes please tick all that apply.**

Public Sector:	Private Sector:	Semi-State Sector:	Charity Sector:	Other (please specify):

SECTION 3:
WHY YOU CHOOSE TO WORK IN THIS ORGANISATION AND SECTOR?

What attracted you to working with this organisation and the non-profit sector?

Choose <u>ANY 5 reasons</u> from the list below and indicate their order of importance where 1 is the **most** important and 5 is the **least** important.

Q	*What attracted you to working with this organisation and the non-profit sector?*	Order of Importance 1 to 5
3.1	Belief in the cause, goals and values of the organisation	
3.2	I knew someone who worked with the organisation already	
3.3	I volunteered with the organisation	
3.4	I or a family member are or have been personally affected and/or associated with the cause of the organisation	
3.5	I needed a job and income	
3.6	The type of work the organisation carries out	
3.7	The hours, flexible working and healthy work life balance	
3.8	The training provided	
3.9	The career and promotion opportunities	
3.10	The reputation of the organisation as a good place to work	
3.11	The location	
3.12	The rate of pay and terms and conditions of employment	
3.13	I wanted to give something back	

SECTION 4: CHANGE IN YOUR JOB

This set of questions asks you to reflect on changes in your job, working conditions and changes in this organisation over the past 2-3 years or since you joined.

Rate the degree to which you feel this change, if any, has been positive or negative for you using the scale where:

VP = Very Positive Change   **SP** = Slightly Positive Change   **NC** = No Change/Made No Difference   **SN** = Slightly Negative Change   **VN** = Very Negative change

Q	*Indicate the degree of change, if any, in each of the following:*	The Degree of Change Has Been?				
		VP	SP	NC	SN	VN
4.1	Staffing levels in your immediate work team/project/unit					
4.2	The number of clients/service users you are expected to work with					
4.3	The number of contracted working hours					
4.4	The amount of times you have to work through lunch and breaks					
4.5	The amount of times you work additional hours, without being paid					
4.6	The level of pay and benefits you receive					
4.7	The pressure on you and your colleagues to deliver more with the same or less resources					
4.8	The amount of bureaucracy and paperwork you are expected to complete					
4.9	The level of autonomy and discretion in your job					
4.10	The level of insecurity about your job					
4.11	The amount of technology you are expected to use in your job					
4.12	The amount of targets and monitoring of your job performance and outputs					

4.13	The amount of stress, conflict and distrust in your job					
4.14	The amount of training you receive					
4.15	The organisation's commitment to its mission and cause					
4.16	The amount of support you receive from your supervisor					
4.17	The atmosphere/feel/culture of the organisation					
4.18	The degree to which it feels like a private business					
4.19	The degree to which everything comes down to money					
4.20	The amount of support you receive from the organisation generally					

SECTION 5A: QUALITY OF YOUR EMPLOYMENT RELATIONSHIP

Reflecting on the extent to which change has occurred in your job, the organisation and in your relationship with your employer, to what extent do you now feel obligated to do the following as indicated in the questions below. Tick (√) each of the following questions on the scale where:
NA = Not At All   **LE** = Limited Extent   **SE** = Some Extent   **SgE** = Significant Extent   **GE** = Great Extent

Q	*In light of changes in your job & organisation to what extent do you feel obligated:*	NA	LE	SE	SgE	GE
5.19	To contribute to the organisation's cause					
5.20	To commit resources toward advancing the organisation's cause					
5.21	To stand behind the organisation's ideology, even if it requires a personal sacrifice					
5.22	To support opportunities for involvement in the organisation's cause					
5.23	To encourage employee involvement in the organisation's cause					
5.24	To act as a public advocate of the espoused cause of the organisation					
5.25	To be dedicated to the organisation's mission					
5.26	To help maintain the organisation's culture that promotes the organisation's principles					
5.27	To help facilitate internal practices and policies that advance the organisation's ideals					

SECTION 5B: QUALITY OF YOUR EMPLOYMENT RELATIONSHIP

Reflecting on the changes that have happened in your job, employment relationship and the organisation as listed in the previous sections, please indicate your reaction to such changes, by ticking (√) a response to the following questions where:

SA = Strongly Agree　　　**A** = Agree　　　**NS** = Neither agree nor disagree/Not Sure
D = Disagree　　　**SD** = Strongly Disagree

Q	*My reaction and response to such changes is that now:*	SA	A	NS	D	SD
5.1	I work only the hours set out in my contract and no more?					
5.2	My loyalty to the organisation is contract specific?					
5.3	I prefer to work a strictly defined set of working hours?					
5.4	I only carry out what is necessary to get the job done?					
5.5	I do not identify with the organisation's goals?					
5.6	I work to achieve the purely short-term goals of my job?					
5.7	My job means more to me than just a means to paying the bills?					
5.8	It is important to be flexible and to work irregular hours if necessary?					
5.9	My commitment to this organisation is defined by my contract?					
5.10	I expect to grow in this organisation?					
5.11	I feel part of a team in this organisation?					
5.12	I have a reasonable chance of promotion if I work hard?					
5.13	To me working for this organisation is like being a member of a family?					
5.14	The organisation develops/rewards employees who work hard and exert themselves?					
5.15	I expect to gain promotion in this company with length of service and effort to achieve goals?					
5.16	I feel this company reciprocates the effort put in by its employees?					
5.17	My career path in the organisation is clearly mapped out?					
5.18	I am motivated to contribute 100% to this company in return for future employment benefits?					
5.19	I adjust to changing performance standards due to business necessity?					
5.20	The organisation helps me respond to ever greater standards in the sector?					
5.21	Almost all the promises made by my employer during recruitment have been kept so far?					
5.22	I feel that my employer has come through in fulfilling the promises made to me when I was hired?					
5.23	I have not received everything promised to me in exchange for my contributions?					
5.24	My employer has broken many of its promises to me even though I've upheld my side of the deal?					
5.25	So far, my employer has done an excellent job of fulfilling its promises to me?					
5.26	I have done a good job of meeting my obligations to the organisation					
5.27	I have fulfilled the most important obligations to the organisation					
5.28	The organisation could have kept its promises to me, but it chose not to?					
5.29	A situation beyond the organisation's control made it impossible for the organisation to keep its promises to me?					
5.30	There was an honest misunderstanding between myself and the organisation regarding what the organisation would provide to me?					

5.31	I failed to keep my obligations to the organisation; thus, the organisation was no longer obligated to keep its side of the deal?					
5.32	I feel a great deal of anger toward my organisation					
5.33	I feel betrayed by my organisation					
5.34	I feel that my organisation has violated the contract between us					
5.35	I feel extremely frustrated by how I have been treated by my organisation					
5.36	Overall, my employers fulfil its commitments to me?					
5.37	In general, my employer lives up to its promises to me?					

Reflecting on how you feel about working for your organisation, please use the scale below and tick (√)

to show your level of agreement with each of the following statements where:

SA = Strongly Agree   **A** = Agree   **NS** = Neither agree nor *disagree/Not Sure*
D = *Disagree*   **SD** = *Strongly Disagree*

Q	My level of agreement with each of the following?	SA	A	NS	D	SD
6.1	I would be very happy to spend the rest of my career with this organisation					
6.2	I really feel as if this organisation's problems are my own					
6.3	I do not feel a strong sense of belonging to this organisation					
6.4	I do not feel "emotionally attached" to this organisation					
6.5	I do not feel like "part of the family" at this organisation					
6.6	This organisation has a great deal of personal meaning for me					
6.7	Right now, staying with my organisation is a matter of necessity as much as a desire					
6.8	It would be very hard for me to leave my organisation right now even if I wanted to					
6.9	Too much of my life would be disrupted if I decided I wanted to leave my organisation now					
6.10	I feel I have too few options to consider leaving this organisation					
6.11	If I had not already put so much of myself into this organisation, I might consider working elsewhere					
6.12	One of the few negative consequences of leaving this organisation, would be the scarcity of available alternatives					
6.13	I do not feel any obligation to remain with my current employer					
6.14	Even if it were to my advantage, I do not feel it would be right to leave my organisation now					
6.15	I would feel guilty if I left my organisation now					
6.16	This organisation deserves my loyalty					
6.17	I would not leave this organisation right now because I have a sense of obligation to the people in it					
6.18	I owe a great deal to this organisation					

SECTION 7: YOUR WORK AND EXTRA WORK ACTIVITIES

Reflecting on the work and extra work activities you perform and how you do them, please use the scale below and tick (√) to indicate your level of agreement with each of the following statements where:

SA = Strongly Agree   **A** = Agree   **NS** = Neither agree nor disagree/Not Sure

D = Disagree   **SD** = Strongly Disagree

Q	*Your work and extra work activities you perform and how?*	SA	A	NS	D	SD
7.1	I help others who have been absent					
7.2	I willingly give my time to help others who have work-related problems.					
7.3	I adjust my work schedule to accommodate other employees' requests for time off.					
7.4	I go out of my way to make newer employees feel welcome in the work group.					
7.5	I show genuine concern and courtesy toward co-workers, even under the most trying business or personal situations.					
7.6	I give up time to help others who have work or non-work problems.					
7.7	I assist others with their duties.					
7.8	I share personal property with others to help their work.					
7.9	I attend functions that are not required but that help the organisational image.					
7.10	I keep up with developments in the organisation.					
7.11	I defend the organisation when other employees criticise it.					
7.12	I show pride when representing the organisation in public.					
7.13	I offer ideas to improve the functioning of the organisation					
7.14	I express loyalty toward the organisation					
7.15	I take action to protect the organisation from potential problems.					
7.16	I demonstrate concern about the image of the organisation					

SECTION 8: WORKING IN THE NON-PROFIT VOLUNTARY SECTOR

Reflecting on how you feel about working in the non-profit, voluntary and community sector, please indicate your level of agreement by ticking (√) where appropriate for each of the following questions on the scale where:

SA = Strongly Agree   **A** = Agree   **NS** = Neither agree nor disagree/Not Sure   **D** = Disagree   **SD** = Strongly Disagree

Q	*How you feel about working in the non-profit-voluntary sector?*	SA	A	NS	D	SD
8.1	It is important to me that the work I do is considered to be motivated by altruism rather than personal gain					
8.2	Making a difference in society and my community means more to me than personal achievements.					
8.3	I am motivated more by financial reward rather than by making a positive contribution to the lives of individuals.					
8.4	Private and public sector organisations deliver services to the public more efficiently and effectively than charity/voluntary sector organisations					
8.5	Adopting private & public management styles is a good way of running the charity sector					
8.6	There is too much waste in charity sector organisations					
8.7	I believe that the charity/voluntary sector should not be concerned with profit					
8.8	I believe the culture of a voluntary sector organisation should primarily be concerned with helping service users/clients/citizens					
8.9	In general, charity services should be provided on the basis of need rather than ability to pay					
8.10	I believe the charity sector is a distinctive place to work and this uniqueness must be preserved					

SECTION 9: YOUR FUTURE

Reflecting on your future in your current role with the organisation, please indicate **Y** (Yes) or **N** (No) with a tick (√) where appropriate for each of the following questions.

Q	*Thoughts on your future in your current role and with the organisation?*		
9.1	Do you intend to leave the organisation in the next 12 months?	Y	N
9.2	Do you intend to leave your current role/job within the next 12 months?		
9.3	Would you consider looking for alternative employment in the non-profit and or another sector in the next 1-2 years?	Y	N
9.4	I rarely think of quitting my job?	Y	N
9.5	I feel attached to this organisation?	Y	N
9.6	The work I do for this organisation is too important for me to consider leaving?	Y	N
9.7	I feel tied to this organisation?	Y	N
9.8	It would be easy for me to leave this organisation?	Y	N
9.9	Is there any 'trigger' or breaking point factor(s) that would make your leave this job or organisation?	Y	N
9.10	If Yes, List the factor(s):		

SECTION 10: ABOUT YOU

10.1 Gender:

Male:	Female:

10.2. Nationality:

Irish:	Other EU:	Non-EU:

10.3 Age:

16-25:	26-35:	36-45:	46-55:	56-65:	66+:

10.4 Do you have a disability?

Yes:	No:	Prefer Not To Say:

If Yes, indicate the type of disability:

Physical:	Sensory:	Intellectual:	Mental:	Other (please specify):	Prefer Not to Say:

10.5 Ethnic Origin

Caucasian:	Black African-Caribbean:	Asian:	Hispanic:	Mixed Race:	Other (specify)	Prefer Not to Say

10.6 Faith/Religion

Practicing Christian:	Non-Practicing Christian:	Muslim:	Hindu:	Other (specify)	Agnostic or Atheist:

10.7 Highest Educational Qualification:

Primary Education/ Equivalent	Inter/Junior Cert or Equivalent:	Leaving Cert or Equivalent:	FETAC/HETAC Level 5 or 6:	Undergraduate Degree:	Postgraduate Degree:	Prefer Not To Say:
	Professional Qualification (specify):			Other (specify):		

SECTION 11: END OF QUESTIONNAIRE AND THANK YOU

Thank you. You have now completed the questionnaire. Your time is very much appreciated. Your input will help better understand the nature of the non-profit, voluntary and community sector in Ireland and how it is changing.

Please place your completed questionnaire in the self-addressed envelope provided, seal it and return it to the forwarding address.

Appendix I: Summary Table of Scales

Construct:	Scale Source:	No of Items	Item Example:	Cronbach's Alpha α
The Psychological Contract				
Transactional PC	(Meyer *et al.* 1993)	9	I work only the hours set out in my contract and no more?	.72
Relational PC	(Meyer *et al.* 1993)	9	I expect to grow in this organisation?	.79
PC Fulfilment	(Meyer *et al.* 1993)	2	Overall, my employer fulfils its commitments to me	.84
PC Breach	(Williams and Anderson 1991)	6	I have not received everything promised to me in exchange for my contributions?	.91
PC – Violation	(Williams and Anderson 1991)	5	I feel a great deal of anger toward my organisation	.82
Commitment				
Affective	(Vandenberg and Nelson 1999)	6	I do not feel a strong sense of belonging to this organisation	.83
Continuance	(Crossley *et al.* 2007)	6	Right now, staying with my organisation is a matter of necessity as much as a desire	.82
Normative	(Colarelli 1984)	6	Even if it were to my advantage, I do not feel it would be right to leave my organisation now	.79
OCB				
IOCB (Individual)		8	I help others who have been absent	.74
OOCB (Organisation)		8	I attend functions that are not required but that help the organisational image	.74
Intention to Stay		1	I rarely think of quitting my job?	Y/N
Job Embeddedness	Adapted from	5	The work I do for this organisation is too important for me to consider leaving	.624 (Mean Inter Item Correlation
Intention to Quit		1	Do you intend to leave this role and or the organisation in the next 12 months?	Y/N
'Degree of Employee Reaction To NPM Inspired Change' – converted into an 'Index of Negative NPM Inspired Change'	New	23/16	The number of clients/service users you are expected to work with	.903
Voluntary Sector Ethos	New – Subjected to Principal Component Analysis	7	I feel my job gives me opportunities to live my values and to give back to society	.861

Appendix J: Participant Information Sheet for Those Engaging in the Qualitative Interviews

Participant Information Sheet

(Individual Stakeholders – Qualitative Semi-Structured Interview)

Department: Human Resource Management

Working Title of Study:
An Exploratory Study on the Role of HR as an Agent of Change in the
Irish Non-Profit, Voluntary and Community Sector

Introduction
I am a full time Lecturer in HRM within the Department of Business at Limerick Institute of Technology and I am undertaking part-time study for a PhD in HRM at the Business School of the University of Strathclyde in Glasgow under the Supervision of Dr. Ian Cunningham and Professor Dora Scholarios. I previously worked as a HR professional in different sectors, including the Nonprofit and I am a Chartered member of the CIPD.   My contact details are: Mobile: 087- 656 0105   E-mail: pauric.orourke@lit.ie

Purpose of this Study:

This exploratory study aims to focus on the following:
- The changing nature of management, including human resource management (HRM) in the Irish NPVCS, in terms of philosophy, policy and practice.
- Identification of the forces and reasons for such change, stemming from both inside and outside the sector and the organisation.
- Exploring the role HR plays in formulating and driving such change
- Tracing the impact of such change on the culture, ethos and value system of organisations.
- Evaluating the impact on employee work practices and on the level of workforce commitment, trust, organisational citizen behaviour and work identity.

Participation:
Your welcome participation in the study would involve a semi-structured interview conducted by me, which would last about one hour. While I would very much appreciate your co-operation in participating, it is totally voluntary. Knowledge and

research on the Irish Non-profit Voluntary and Community sector is underdeveloped and this would be an opportunity to contribute to building research in this field. However, it you choose to decline for any reason, or decide to withdraw at a later stage, I will fully understand and it will not be negatively perceived in any way.

Your Involvement in the Study:
Your welcome involvement would entail a semi-structured interview with me of about one hour's duration. A provisional outline of the interview structure would be indicated to you in advance and with your prior agreement the conversation would be audio recorded. You have the right to decline to answer any question, if you so wish, without having to provide a reason. The conversation, recording and all information will be strictly private and confidential and all identities will be protected. The meeting would be held in person at your organisation's office at a date and time that is convenient to you. In the event that we cannot meet in person, the meeting would be conducted over the phone.

Right To Withdraw:
You have a right to withdraw from the study and/or to withdraw your data, at any time, without the need to give a reason and without any detrimental consequences.

Selection for Inclusion:
Overall permission for access to the organisation to conduct this case study research has been granted by the organisation's CEO/General Manager. You have been selected for inclusion in this study as someone who works in the organisation and/or has a stakeholder interest in the organisation including responsibility and involvement with the management and operation of the organisation. Such involvement may include people management, human resources, employee relations, finance, strategy, marketing, fundraising, volunteering, governance and policy development among others. Your organisation has been selected based on the criteria of having undergone some degree of organisational change and having an evolving HR function. Or alternatively, you have been selected on the basis that you have a stakeholder interest in the sector by membership of an umbrella body or a supporting organisation within the Irish NPVC sector.

Potential Risks To Participation:
There should be no potential risks or negative impacts to your participation. Your name and the name of the organisation and any parties mentioned in the course of the conversation will remain strictly confidential and protected and will not be included in the study findings or any subsequent publications.

Information Protection:

The audio recorded conversation will be transcribed and analysed using qualitative software. It will remain strictly confidential and protected at all times and will be retained for a period of three years after completion of my degree, for audit purposes, after which it will be destroyed.

The University of Strathclyde is registered with the Information Commissioner's Office who implements the Data Protection Act 1998. All personal data on participants will be processed in accordance with the provisions of the Data Protection Act 1998.

Thank you for reading this information – please feel free to ask any questions if you are unsure about anything that is written above.

Next Steps:

If you are happy with participation, I would ask you to please sign the final page of this document, which is a *Consent Form* and please return it to me at your earliest convenience, via surface mail or scanned e mail to:

Pauric O'Rourke, Lecturer in HRM,
Department of Business, LIT, Moylish Park, Limerick
E-Mail: pauric.orourke@lit.ie
I will gladly share a summary of my findings with you and your organisation once my study is completed. It will be in the format of an unpublished thesis. If at a later stage, it may be published, it will be in the form of an academic journal article, which I can share with you. You may contact me at any time, at the details indicated below to gain an update on the study.

If you feel you do not wish to participate at this time, please let me know via e mail. I will fully understand and I thank you for your time and attention and wish you and your organisation every success. If you should change your mind and wish to participate at a later time, please feel free to re-contact me at the details below.

Further Details:
This investigation was granted ethical approval by the University of Strathclyde, School of Business, Department of HRM, Ethics Committee. If you have any questions/concerns, during or after the study or wish to contact an independent person to whom any questions may be directed or further information may be sought from, please contact:

Mr. Chris Moore
Acting Convenor
Ethics Committee of the Department of Human Resource Management
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University of Strathclyde
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Glasgow G1 1QE
Telephone: +44 (0 141 5483564
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My Contact Details:	**Preferred Contact Details:**
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Appendix K: Participant Consent Form

Research Participant   Consent Form

Department: Human Resource Management

Working Title of Study:
An Exploratory Study on the Role of HR as an Agent of Change in the
Irish Non-Profit, Voluntary and Community Sector

- I confirm that I have read and understood the Information Sheet for the above project and the researcher has answered any queries to my satisfaction.
- I understand that my participation is voluntary and that I am free to withdraw from the project at any time, without having to give a reason and without any consequences.
- I understand that I can withdraw my data from the study at any time.
- I understand that any information recorded in the investigation will remain confidential and no information that identifies me or my organisation or named third parties will be made publicly available.
- I consent to being a participant in the project
- I consent to being audio recorded as part of the project Yes/ No

I (PRINT NAME)	Hereby agree to take part in the above project
Signature of Participant:	Date
Job Title**:**	Organisation:

Please Return this Final Page Only of the Signed Consent Form To:

Pauric O'Rourke, Lecturer in HRM,
Department of Business, Limerick Institute of Technology (LIT)
Moylish Park, Limerick

Appendix L: Milestone HR and Work-Related Developments and Initiatives at *Alpha.*

Year	HR Development
1990	Alpha's national Consultative Committee process established which provides a forum for branch representatives to input into the running of the charity.
1991	*People First Survey* – an Alpha survey of all service users to find out what their needs are - innovative approach of being customer centered and of a person focused approach where the members decide the services.
2001	Alpha converted to a Limited Company with Articles of Association and a Company Secretary
2004	Medication Management Training for Non-Nursing Staff and Personal Care Assistants to carry out more medicalised procedures in their role
2005	Value the Person Consultancy Group conduct a major review of management structures
2006	New CEO appointed with a strong public sector and corporate governance background.
2006	New Organisational Structure implemented with a new smaller and more strategic SMT. Also new management systems and processes implemented.
2006	Assisted Living Service Operational Manuals were reviewed and updated in line with the pilot Enhanced Person-Centered Planning before being rolled out to all
2006	A New Quality Assurance Committee established
2006	National Recreational and Outreach Centre (ROC) user database created to record and measure use of all centres
2006	New HR system implemented with the aim to link HR and Payroll
2006	Management Development Programme developed and implemented with intent to roll out to all supervisors, covering such areas as employment law and people management. To be rolled out to Service Co-ordinators and other staff at this level in turn
2006	Eleven staff successfully completed 'Managing Safety Training' under the auspices of the Institution for Occupational Safety and Health (IOSH). This certified course involved four regional trainers and seven managers.
2006	The Manual Handling Advisory Committee continued to research and develop areas of Manual Handling Training
2006	Re-certification of thirty-four Manual Handling Instructors n the organisation dispersed around the country. All training manuals and documentation have been streamlined to ensure uniformity in the delivery of the service.
2006	New Staff Training and Development Database established which contains all records of operational training and staff development. Training now matched to specific sets of competencies.
2006	Managers access the *SkillsNet* training network for the NPVC sector
2006	Policy commitment to train as many existing staff as possible to FETAC Level 5 and where applicable to Level 6 and new requirement that all new hires to PA have a Level 5
2007	Launch of Alpha's Intranet with access by all managers and employees and integration across functional areas including HR.
2007/8	New organisational structure with the creation of new role of Area Managers between Co-Ordinator level and Regional Director level.
2007	Volunteer Recruitment and Support Pack launched at 2007 AGM and Annual Conference
2008	Alpha's Strategic Plan 2008 – 2011 launched
2008	Alpha's Direct Payments Committee established to explore and pilot individualisation / personalisation
2009	A new governance system with the State Funder, the HSE, in which the Services Level Arrangement was formalised and made more rigorous including reporting on HR and staffing issues

2010	Alpha launched a completely new, improved and redesigned website.
2010	Individual clients and service users now facilitated to purchase service hours privately with Alpha competing directly for this new service.
2010	First national gathering of all supervisors and co-ordinators at Alpha from around the country with an opportunity to share their experiences.
2010	The Public Service (Croke Park) Agreement 2010-2014 passed on to *Omega* by its 'Shadow Employer' the HSE/State Funder which involved cuts in pay and allowances and increase in working hours.
2010	ASL Support Manual Launched which provided information on all aspects of the service including recruitment, induction, training, health and safety, and supervision.
2010	2nd National Development Officer Appointed
2010	Formal national review of Training Needs of PAs as part of ALS
2010	Electronic Timesheets System Launched with the roll-out of e-timesheets for Assisted Living services first and later to the rest of the organisation.
2010	Roll Out of New Monthly Reporting Form for Coordinators
2010 and on going	External Consultants conducted an internal audit review in a number of key areas including HR. Reports directly to the Board, through the Audit Committee, and all findings are followed up by management.
2010	New Finance Director from the private sector appointed.
2010	Alpha participated in an extensive 'Value for Money' review which the organisation believes will demonstrate to the HSE that its services are efficient and cost-effective.
2010	As a result of the current baby boom, the HR Department introduced maternity packs to give to all pregnant employees. to clarify details in relation to maternity leave, this pack contains a copy of the Association's Maternity Leave Policy and a social Welfare Maternity Benefit Booklet and Form. the pack also contains a Pregnancy Support Service Booklet and a 40 Week Pregnancy Diary.
2010 and on going	New promotion of all employees benefits available at Alpha including the Alpha Health Insurance group scheme, Alpha Pension schemes, an Employee Assistance Programme, the Cycle to Work scheme, paid sick leave, paid maternity leave, preferential insurance rates and above statutory annual leave entitlement.
2010 and on going	During 2010, the HR Department adopted a proactive approach to its role within the organisation, expanding the scope of the Management Development Programme to incorporate further Alpha specific training courses and continuing the roll-out of the SKILL Project training to employees
2010	The Alpha Governance Manual, which is updated regularly, sets out the key roles, responsibilities and procedures for the Board, its Officers and sub-committees. Delegated authority levels and matters that are reserved for consideration by the Board are clearly defined. Formal training for Board members is provided on an annual basis. The Board meets seven times each year.
2011	Submitted value for money audit data to the HSE like all disability agencies which resulted in the McCarthy VFM Report
2011	Re-Fresher training no longer takes places in 2-year period and now extended to longer period to cut costs.
2011	National Winner of Published Accounts Award in the Large Non-Profit Category
2011	New hires used to get 4 days of paid orientation and training. Now to cut cost, they just get 2 days paid and 2 days unpaid
2011	Mileage Rates cut
2011	Premium rates for working on a Sunday were cut from double time to time and a half. Double time remained for Bank Holiday.
2012	Change for a remaining small minority of staff from fortnightly payroll to monthly Applied mainly to the Self-Directed Leadership Personalisation service.
2012	Electronic Timesheets introduced.
2012	Pilot Out of Hours Assisted Living Service Introduced

2012	Creation of Facilitator Posts in the ROC on one-year pilot as part of wider new enhanced person catered service and philosophy.
2012	The Board adopted the Governance Code for Community and Voluntary Organisations as well as the Statement of Guiding Principles for Fundraising.
2012	Evaluation of past strategic plan 2008-11 and involved the branch members
2012	Value for Money Policy Review published by the Department of Health and Children. It contained a number of recommendations regarding achieving efficiencies and the future funding of services.
2013	The national parliament's Public Accounts Committee (PAC) held open hearing on governance systems in Irish charities in light of recent scandals over executive pay and pensions especially at Central Remedial Clinic (CRC). .
2013	2nd Round of Public Sector Pay Cuts - Haddington Road Agreement: the terms of the Haddington Road Agreement were implemented and saw staff increase working hours and, in some cases, take a further pay cut during the year.
2013	Reorganisation of resources at a local level was required during 2013, following the voluntary redundancy programme implemented in 2012.
2013	In November, the Health Act 2007 Regulations 2013 was enacted by the Minister for Health. These regulations set out the process for regulation and inspection of respite/residential centres by the Health Information & Quality Authority (HIQA). Alpha welcomed the enactment of the regulations and the emphasis on ensuring high standard of care and quality in these vital services for people with disabilities.
2013	New Appointment: National Director for Quality and Customer Care
2013	Early Leavers Programme Launched
2013	New Structure from Regional to Functional via Service Delivery Type implemented
2013	Alpha successfully achieved Q Mark accreditation for its biggest service, Assisted Living Service
2014	Implementation of Progressing Disabilities which reconfigured delivery of services around primary care teams.
2014	Alpha Volunteer Awards Launched
2014	Alpha wins the Q Mark Awards as the 'Best-Not-For-Profit Organisation for Quality Management Systems' which was an endorsement of commitment to high standards and quality.
2014	New Social Enterprise Alpha-SE was launched which provides current service users and the general public with the opportunity to purchase personal assistance hours directly from Alpha
2014	Changes implemented to Alpha's IT infrastructure during 2014 resulted in the streamlining of manual processes and activities, improving efficiency around a number of daily tasks and thus enabling personal assistance staff to focus on the delivery of services
2014	Assisted Living Service booklets for service users and staff were developed. The service user booklet is utilised as a guide to services and other supports the organisation can provide, while the staff booklet is an operational guide and support tool for all employees
2014 and on going	Updates on the training and assessment of Alpha staff in Medication Management which is seen as key to the delivery of service and ensures that it can safely support the management of medication with service users.
2014	Client Focus: Survey: In November 2014, Alpha carried out its second survey of individuals using the Assisted Living Service and achieved high quality and satisfaction ratings as testament to the quality of service that Alpha provides
2014	Alpha issues an Explicit Statements on Transparency covering issues of remuneration and its compliance with the HSE/public sector caps.
2014	Continued to set new targets and commenced the process of preparing for audits to achieve accreditation of the Assisted Living Service.
2014	Staff and volunteers nationwide received training on the correct use of clamping equipment and the safe operation of passenger lifts.

2014 and on going	Alpha promotes independence for people with disabilities through Motoring Advice, Assessment and Tuition Service (MAATS) and reached new targets in its delivery.
2014 and on going	Throughout 2014, Alpha's Member Contact Service continued to work with members, identifying goals and objectives that they felt would have a positive impact on their day-to-day lives. Their person-centred planning approach ensures that people have control over their lives and real input into all issues affecting them.
2014	The Community Supports Operational Manual was reviewed and updated. The manual provides guidance to community support staff.
2014	Alpha holiday centres have been recognised through the award of the EIQA Able Tourism Awards 'Q Mark for Accessibility'.
2014	Alpha signed up to the Building for the Future – A Voluntary Regulation Code for Approved Housing Bodies in Ireland.
2014	Alpha named 'Best Not-For-Profit Company in Ireland'. The strong governance of the Association has been crucial in enabling it to set standards and lead the push for improved quality and an extended range of supports for people with disabilities.
2014	Alpha received the national recognition in the Q Mark Awards as the 'Best-Not-For-Profit Organisation for Quality Management Systems' as an endorsement of commitment to high standards and quality.
2014	Alpha move to extend its range of enterprises with the launch of *'Alpha-SE'*. in the hope that it will provide a new income stream to support charitable activities.
2014 and on going	The National Development Officers continued developing the supports to assist individuals with their medication requirements, an area which is vital in enabling many individuals to continue living independently in their homes.
2014	Alpha struggled maintained all their services through five years of funding reductions, the cumulative impact of that period is evident in areas such as an ageing bus fleet, reduced reserves and the ongoing day to day challenges of delivering services within the resources available. The will continue to address these issues through the programme of work in the new Strategic Plan.
2014	Homecare Providers Challenge HSE Over Tenders for Contracts: Forty-Two Companies Providing Private Home Services Claim HSE has Breached EU Competition Law resulting in a re-tendering process
2015	Receives external accreditation in the shape of the Q Mark for Quality Management Systems Level 2 in the Assisted Living Service
2015	Alpha also carries out regular satisfaction surveys and the most recent surveys indicate a 96% customer satisfaction rating of our services and a 97% staff satisfaction rating on working with Alpha.
2015	Training and rollout of Customer Relationship Management (CRM) system
2015	All service users were issued with a newly developed Service User Guidebook and Charter of Rights. A staff guidebook was also developed and issued to all PAs.
2015	Alpha achieved the Q Mark Level 2 for the ALS.
2016	Q Mark accreditation for the second biggest services at Alpha, Resource and Outreach services.
2016	Appointment of new CEO who is a qualified accountant by training and work on worked in private industry and the charity sector.
2016	Official change in policy to adopt social media at Alpha including Facebook and Twitter

Source: Based on archival research material from *Alpha'*s Annual Reports, Strategic Plans, Newsletters, Policies Manual and other documentation plus qualitative interviews.

Appendix M: Milestone HR and Work-Related Developments and Initiatives at *Omega.*

Year	HR Developments and Initiatives
2000	Name Change of Organisation and Rebranding
2001	Re-organisation and Appointment of a newly created post of Director of HR and Corporate Affairs who sits on the Senior Management Team.
2004	Public Service Excellence Award for North East Region which included HR issues
2004	Adoption of EFQM (European Foundation for Quality Management) Excellence Model – a recognised framework for measuring our performance including HR
2004	Appointed a National Director of Training & Quality to oversee the implementation of the EFQM Excellence Model to encompass all aspects of *Omega's* activities services, retail, fundraising and support infrastructure. including HR
2005	Annual Report started to contain a dedicated section on Human Resources
2005	Strategic Plan Published Covering 2006-2008 including HR goals
2006	Review and assessment of the current recruitment and selection policies used throughout *Omega* resulting in the revised and updated policy which assists management in the recruitment and selection process. It introduced templates for all R&S documentation and adopted a Disability Code of Practice around recruitment and selection.
2006	Adoption and Training on Models of Team Working – which support the establishment of multi-disciplinary teams.
2006	National Services Forum (NSF) established as a consultation and decision-making process. Comprises all Directors, Managers, and SMT, plus Finance, HR and IT - 17 members in total
2007	Established a National Polices Committee, which is chaired by the HR Manager and with develops and approves policies for the organisation.
2007	For the first time a comprehensive Employee Handbook was published and issued to all employees
2007	A Job Satisfaction Survey was completed in partnership with a local University which demonstrated an overall high level of job satisfaction and organisational commitment
2007	Published Turnover Statistics in Annual Report for the first time
2008	Strategic Plan Published Coving 2009-2011 including HR goals
2009	Agreement on a new governance system with the State Funder, the HSE, in which the Services Level Arrangement (SLA) was formalised and made more rigorous including reporting on HR and staffing issues
2009	Achieved a standard certificate level of FÁS *Excellence Through People* – a national Human Resource management quality standard and achieved a 91% overall score.
2009	Commencement of formal staff appraisals and development process in which 453 staff had personal development plans and 340 staff had a formal individual performance review
2010	The Public Service (Croke Park) Agreement 2010-2014 passed on to *Omega* by its 'Shadow Employer' the HSE/State Funder which involved cuts in pay and allowance and increase in working hours.
2010	*Omega* were invited to participate in a pilot study on historic pay and non-pay costs for the period 2005-2009 in the Disability Sector, as part of the continuing *Value for Money Review Study* being conducted by the Department of Health. This study demonstrated the phenomenal services growth in *Omega* during this period, when the service activity of clients grew by 42%. *Omega* submitted detailed financial and statistical data in December 2010
2011	Staff Consultation Forum Established. Comprising two representatives from every functional area.
2011	Staff consultations started on job cuts and redundancies
2011	Managing Absenteeism Policy and Programme was introduced to promote employee attendance and training was rolled out to all Managers. It reduced uncertified sick days by 1000 days per year since the policy launch.

2011	National Procurement Initiative was established which achieves extensive cost-saving including the areas of HR Resourcing.
2011	An Individual and Team Based Performance Management System was established
2011	Intensive Programme of Staff Training including Protocol for the Management of Suspected Child Abuse and Adult Abuse, Managing Absenteeism, Managing Probation, Health and Safety, First Aid as well as statutory compliance training
2012	Closure of the generous Defined Benefit Pension Scheme and launch of a new and less generous Defined Contribution Pension Scheme.
2012	Voluntary Redundancy Scheme - lost 47 staff. The HR function completed a large-scale voluntary redundancy scheme and supported reorganisation at national and local level to manage the loss of personnel through the scheme
2012	The Individual and Team Based Performance Management System continued to be implemented across the organisation and included a new training module for supervisory staff
2012	Restructured Fundraising and Retail into two separate divisions for higher impact
2012	*Value for Money Policy Review* published by the Department of Health and Children. It contained a number of recommendations regarding achieving efficiencies and the future funding of services. *Omega* began a benchmark review of the recommendations and developed a corresponding Action Plan to address and prepare for these recommendations.
2012	Signed up to the ICTR Statement of Guiding Principles for Fundraising
2012	New and revised HR policies launched on Lone Worker Policy, Clinical Supervision Policy and Obtaining and Giving References Policy
2013	Performance Management Policy and Programme Rolled out
2013	Public Service Stability Agreement 2013-2016 'Haddington Road Agreement' passed a second round of cuts on to *Omega* by its 'Shadow Employer' the HSE/State Funder which involved further cuts in pay and allowance and increase in working hours.
2013	The Health Act 2007 Regulations 2013 were enacted which set out a process for regulation and inspection of respite/residential centres by the Health Information & Quality Authority (HIQA). *Omega's* centres were covered by this new compliance inspectorate which was linked to the SLA process and contained Staff and Governance standards.
2013	The HR Department designed a new Supervisory Training Programme
2013	The HR Department conducted a HR software review
2013	For the first time Senior Management Salary break down appears in the Annual Report for employees earning €65K and higher as part of increased transparency in light of recent public scrutiny and scandals.
2014	Implementation of new state policy, *Progressing Disabilities* in which reconfigured delivery of services around primary care teams in multi-agency team. Commenced in May 2014 in one Dublin region and in the remainder in 2015
2014	Recruitment and selection policy were updated again to include more pro-forma templates including an employee feedback and an Audit Form on each competition.
2014	New National Induction Programmes for all New Hires
2014	Revised Sick Pay Scheme which cut uncertified leave to two days and certified leave to twenty sick weeks.
2014	Three Day National Training Programme on Staff Supervision
2015	Strategic Plan 2015-2017 Launched and which contained strategic HR goals.
2015	Risk Register and Risk Management Policy Launched
2015	Five Year Fundraising Strategy Launched

Source: Based on archival research material from *Omega's* Annual Reports, Strategic Plans, Newsletters, Policies Manual and other documentation plus qualitative interviews.

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