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The author of this dissertation is:

Cathy S. Neher

4586 Latimer Pointe

Kennesaw, GA 30144

The director of this dissertation is:

Lars Mathiassen

GRA Eminent Scholar

Professor, Computer Information Systems

Center for Process Innovation

J. Mack Robinson College of Business

Georgia State University

35 Broad Street, NW, Suite 427

Atlanta GA 30303

*Service Innovation in a Voluntary Organization: Creating Work Opportunities for Severely
Developmentally Disabled Adults*

BY

Cathy Sue Neher

A Dissertation Submitted in Partial Fulfillment of the Requirements for the Degree

Of

Executive Doctorate in Business

In the Robinson College of Business

Of

Georgia State University

GEORGIA STATE UNIVERSITY

ROBINSON COLLEGE OF BUSINESS

2012

April 26, 2012

Page 3 of 132

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ACCEPTANCE

This dissertation was prepared under the direction of the *Cathy S. Neher* Dissertation Committee. It has been approved and accepted by all members of that committee, and it has been accepted in partial fulfillment of the requirements for the degree of Executive Doctorate in Business from the J. Mack Robinson College of Business of Georgia State University.

H. Fenwick Huss, Dean

DISSERTATION COMMITTEE

Dr. Lars Mathiassen (Advisor)

Dr. Richard Baskerville

Dr. Pam Scholder Ellen

April 26, 2012

Page 5 of 132

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Cathy S. Neher

Contents

Tables and Figures	9
Tables	9
Figures	10
Abbreviations and Definitions	10
Abstract	13
1 Introduction.....	14
2 Problem Setting at RitC	18
2.1 About RitC	19
2.2 About Developmental Disabilities	21
2.3 Developmentally Disabled in the Workforce.....	25
2.4 Research Opportunity # 1.....	27
3 Service Innovation in Voluntary Organizations	28
3.1 Voluntary Organizations	28
3.2 Service Innovation.....	30
3.3 Research Opportunity # 2.....	32
4 Analytical Framework	32
4.1 Competing Values Framework.....	33
4.2 Original Dimensions of Competing Values Framework.....	34
4.2.1 Organizational Focus	35
4.2.2 Structural Preference	36
4.2.3 Managerial Concerns	36
4.3 Extending the Competing Values Framework	37
4.3.1 Strategy Formulation	38
4.3.2 Motivational Trait.....	40
4.4 Research Opportunity # 3.....	42
5 Research Methodology	42
5.1 Engaged Scholarship.....	43

5.2 Action Research	45
5.2.1 Dual Cycles.....	46
5.2.2 Action Research Principles.....	48
5.2.3 Managing Dilemmas.....	49
5.3 Process Study	51
5.4 Data Collection and Analysis.....	53
6 Problem-Solving Cycle.....	57
6.1 Antecedent Conditions	60
6.2 Process Account	61
6.2.1 Initiation.....	62
6.2.2 Emulation Strategy	63
6.2.3 Evolution Strategy	66
6.2.4 Formal Training.....	69
6.2.5 First Customer	72
6.2.6 New Initiative	76
6.3 Outcomes.....	76
6.4 Research Cycle Interactions	77
7 Results.....	78
7.1 Analysis Overview	78
7.2 Organizational Focus.....	83
7.3 Strategy Formulation.....	88
7.4 Motivational Trait	93
8 Discussion	99
8.1 Service Innovation at RitC	100
8.2 Service Innovation in Voluntary Organizations.....	103
8.3 Adapted CVF for Service Innovation in Voluntary Organization	108
9 Conclusions.....	113
9.1 Limitations	113

9. 2 Implications	115
9.3 Engaged Scholarship Reflections	116
Appendix	118
Appendix I – Definition of Developmental Disability	118
Appendix II - Principles of Canonical Action Research Applied to RitC	119
Appendix III - Shredding Project - Volunteer Expectations	122
Appendix IV – Glossary of Concepts	123
References	127
Vita	132

Tables and Figures

Tables

- 1.1 Engaged Scholarship Components of Service Innovation Project
- 2.1 Classification of Developmental Disabilities
- 2.2 Classification of MEC Clients by Developmental Disabilities
- 4.1 Maccoby’s Head and Heart Traits
- 5.1 Data Sources
- 5.2 Coding Framework
- 6.1 Process Model for Service Innovation at RitC
- 6.2 Timing of CVF Framework Adaption and Extension
- 7.1 RitC – Organizational Focus
- 7.2 RitC – Strategy Formation
- 7.3 RitC – Motivational Trait

Figures

- 4.1 Quinn & Rohrbaugh's Competing Values Framework
- 4.2 Effects of Means – Ends Focus on Innovation
- 4.3 Extended Competing Values Framework
- 4.4 Strategy Formation
- 5.1 Research Stakeholders
- 5.2 Dual Cycles of Action Research
- 7.1 RitC Service Innovation Coding Results – Dimensions
- 7.2 RitC Service Innovation Coding Results – Competing Values
- 8.1 Competing Values Framework Adapted for Service Innovation (CVF_{SI})

Abbreviations and Definitions

- CCC: Comfort Community Center – Founded in 2009 and located in Marietta, Georgia, CCC is an Adult Day Services center that provides an array of services for Cobb County seniors, and adults who suffer from developmental disabilities and mental retardation.
- CVF: Competing Values Framework – Framework for understanding organizational effectiveness consisting of three dimensions: organizational focus, structural preference and managerial concern.
- CVF_{SI}: Competing Values Framework Adapted for Service Innovation – Framework for understanding service innovation in voluntary organization consisting of three dimensions: organizational focus, strategy formation and motivational trait.
- DD Act: Developmental Disabilities Assistance and Bill of Rights Act (PL 106-442) - Originally passed in 1963 as the Mental Retardation Facilities Construction Act of 1963 (Title I, P. L. 88-164) and reauthorized by President Clinton on October 30, 2000 as the

Developmental Disabilities Assistance and Bill of Rights Act (PL 106-442). The purpose of the DD Act is to help individuals with developmental disabilities achieve independence, productivity, integration and inclusion into the community.

- GCSS: Georgia Community Support & Services - GCSS was created to provide community-based services and supports people with disabilities and their family. Founded in 1999, GCSS is a non-profit agency headquartered in Atlanta.
- GSU: Georgia State University – GSU’s J. Mack Robinson College of Business provides the Executive Doctorate in Business (EDB) program.
- MEC: Marietta Enrichment Center – MEC is a GCSS Community Life program that offers Adult Enrichment Programming and Youth ADL (Activities of Daily Living) programs.
- NAID: National Association for Information Destruction – NAID is the international trade association for companies providing information destruction services. NAID's mission is to promote the information destruction industry while maintaining the standards and ethics of its member companies.
- NISH: National Industries for the Severely Handicapped - Federally sanctioned national non-profit agency committed to creating employment opportunities for people with significant disabilities
- PCPID: President’s Committee for People with Intellectual Disabilities - In 1966, President Lyndon B. Johnson established The President’s Committee for People with Intellectual Disabilities, formerly The President's Committee on Mental Retardation, to focus on this critical subject of national concern. Since that time, the President’s Committee has served in an advisory capacity to the President and the Secretary of Health and Human Services on matters relating to people with intellectual disabilities.
- RitC: Right in the Community – For over 50 years RitC has been committed to finding, supporting, and creating services and programs for people with developmental disabilities in Cobb County, Georgia.
- SDA: Secure Document Alliance - SDA is a non-profit organization that provides meaningful employment opportunities within the document destruction industry for individuals with disabilities.

- THLF: The Holly Lane Foundation - The Holly Lane Foundation distributes funds to non-profits that focus on serving individuals with neuromuscular and severe developmental disabilities as well as acquired/traumatic brain injuries.
- UCPB: United Cerebral Palsy of Greater Birmingham – Located in Alabama, UCPB provides quality programs and services for over 3,600 infants, children, and adults with disabilities in Birmingham and the surrounding ten counties.

Abstract

Service Innovation in a Voluntary Organization: Creating Work Opportunities for Severely Developmentally Disabled Adults

By

Cathy Sue Neher

April 26, 2012

Committee Chair: Dr. Lars Mathiassen
Academic Unit: Center for Process Innovation

Current literature on the developmentally disabled indicates they represent a large untapped labor pool that is significantly inhibited in its inclusion in the community. To address this unnecessary isolation, Right in the Community (RitC), a voluntary agency in Cobb County, Georgia, wanted to innovate its service offering by providing meaningful and sustainable work opportunities for those that are severely developmentally disabled. The Competing Values Framework (CVF) offers a dynamic and robust theoretical framework that has been adapted to explain many business factors in addition to organizational effectiveness. Based on a fourteen-month action research engagement at RitC, I adapted the CVF to concentrate on the dimensions of organizational focus, strategy formation and motivational traits to understand and guide service innovation in a voluntary organization. My research aided RitC's development of a program to provide meaningful and sustainable work opportunities for those that are severely developmentally disabled. From a theoretical standpoint, I have added new knowledge on managing service innovation in voluntary organizations and adapted CVF for understanding and guiding service innovation in that particular context.

April 26, 2012

Page 13 of 132

1 Introduction

Approximately seven to eight million Americans of all ages experience some level of developmental disability. On a proportional basis, in Cobb County, Georgia, this equates to 16,296 - 18,623 citizens ("American FactFinder," 2009; Roach, 2011). Individuals with developmental disabilities are classified as mild, moderate, severe or profound. Generally, persons in the mild and moderate categories require less support than those classified as severe or profound. The spectrum encompasses those with the ability to live independently and participate in lifelong employment with the assistance of vocational and community socialization training to those requiring intensive support as their mastery of daily living skills is quite limited or non-existent. This wide spectrum for the developmentally disabled constitutes a vast array of political, social, health and financial challenges that represent wicked problems. Initially conceived by Rittel and Webber, all societal problems and nearly all public policy issues are wicked problems in that they are never solved, merely re-solved repetitively (1973).

Through collaboration with Georgia Community Support & Services (GCSS), RitC has addressed several wicked problems specifically faced by the developmentally disabled in Cobb County. However, one particularly persistent wicked problem pertains to the incorporation of the developmentally disabled into the workforce. Rather than seeking possible political, social or welfare solutions to incorporating the developmentally disabled in the workforce, I constrained my solution space to creating meaningful work opportunities for the severely developmentally disabled through a local collaborative effort in Cobb County. This solution space was chosen

because of the urgency of the need and immediacy of possible solutions as opposed to the potential political, social or welfare solutions which take much longer to germinate.

Currently only 31% of the developmentally disabled are working and this work void is most severe in the lower functioning levels (Roach, 2011). As a result, the developmentally disabled represents a large untapped labor pool (Freedman & Keller, 1981; Schilit, 1979) inhibited from sustained community inclusiveness (Wolpert, 1976). However, current research shows that this large untapped labor pool can perform meaningful work when given suitable training, facilities and a supported environment (Bradley & Blumenthal, 1998; Friedman, 1974; Goodyear & Stude, 1975; Hewitt & O'Neil, 1998; Leavitt, 2007; Unknown, 1977).

Hence, the practical problem solving in my research was driven by the question that parents of children with severe developmental disabilities ask: *“How can my child gain a sense of accomplishment that comes from working when the day care program just provides arts and craft activities?”* The research was situated at Right in the Community (RitC), a voluntary organization which provides services to the developmentally disabled and their families in Cobb County, Georgia. To address this problem, I concentrated my research interests on service innovation in voluntary organizations with a particular focus on providing meaningful and sustainable work opportunities for those that are severely developmentally disabled.

To guide the investigation, I adopted action research (Van de Ven, 2007) and extended the Competing Values Framework (CVF) (Quinn & Rohrbaugh, 1981). Action research was appropriate because of the problem solving nature of the investigation and the CVF has been

applied to explain many business factors in addition to organizational effectiveness. I used the CVF as a robust theoretical framework to understand how RitC could innovate its service offering. Based on insights from my fourteen-month action research engagement at RitC, I then adapted CVF to focus on the dimensions of organizational focus, strategy formation and motivational traits to understand and guide similar types of service innovation in other voluntary organization. The specific engaged scholarship components of my service innovation project are summarized in Table 1.1 (Mathiassen, Chaisson, & Germonprez, 2012).

The subsequent sections detail the arguments supporting my research as follows:

- **Section 2** provides an overview of RitC, developmental disabilities in the United States and in the workforce, and discusses my first research opportunity – How does RitC create meaningful and sustainable work opportunities for the severely developmentally disabled?

Table 1.1 Engaged Scholarship Components of Service Innovation Project

Components	Service Innovation Project
Area of Concern	Service innovation in voluntary organizations
Real-world Problem Setting	<ul style="list-style-type: none"> • RitC in Cobb County, Georgia • Work void for severely developmentally disabled adults • RitC wants to innovate its service offering by providing meaningful and sustainable work opportunities for those that are severely developmentally disabled
Problem-Solving Cycle	Facilitate service innovation at RitC through collaboration with partnering organizations to provide meaningful and sustainable work opportunities for the severely developmentally disabled

April 26, 2012

Page 16 of 132

Components	Service Innovation Project
Framing of Argument	<p>A multidimensional analysis based on the original dimensions of the CVF:</p> <ul style="list-style-type: none"> • Organizational focus: internal versus external • Structural preference: control versus flexibility • Managerial concern: means versus ends <p>The analysis was supplemented with two additional dimensions</p> <ul style="list-style-type: none"> • Strategy formulation: deliberate versus emergent • Motivational trait: head versus heart
Method	<ul style="list-style-type: none"> • Engaged scholarship • Qualitative study based on action research • Process study based on punctuated equilibrium
Research Cycle	<p>Data collection and analysis:</p> <ul style="list-style-type: none"> • Interviews, field observation, problem solving cycle documentation • Data analysis using punctuated equilibrium to establish antecedent conditions, process timeline, and outcomes • Data analysis of innovation based on the adapted framework of organizational focus, strategy formulation, and motivational traits
Contribution	<ul style="list-style-type: none"> • Practice: Developing sustainable model for providing meaningful work opportunities in Cobb County, Georgia for the severely developmentally disabled • Theory: <ol style="list-style-type: none"> 1) Adding new knowledge on managing service innovation in the context of voluntary organizations 2) Adapting CVF for understanding and guiding service innovation in voluntary organizations

- **Section 3** provides an overview on voluntary organizations and service innovation and then, drawing on the literature, addresses my second research opportunity - How does a voluntary organization innovate its service offering?

- **Section 4** explains the CVF and its adaption as the analytical framework to study service innovation in a voluntary organization and outlines my third research opportunity – How can we adapt the CVF for understanding and managing service innovation in voluntary organizations?
- **Section 5** discusses the overall research methodology to understand service innovation in RitC, explains engaged scholarship, conveys how I adopted the principles of canonical action research to address the dilemmas and ensure the rigor of my research, and outlines my data collection and analysis efforts.
- **Section 6** deals with the problem solving cycle at RitC, outlines the process, and discusses outcomes.
- **Section 7** summarizes the results based on analysis of the dimensions of organizational focus, strategy formation and motivating traits.
- **Chapter 8** discusses my contributions to practice and theory.
- **Chapter 9** highlights limitations of the research, implications for theory and practice, and provides an overall summary.

2 Problem Setting at RitC

In this section, I provide an overview of RitC, explain the situation of those with developmental disabilities in the United States and focus on the current condition for the severely developmentally disabled in the workforce. Then, drawing on the literature and governmental

reports, I discuss my first research opportunity – How can RitC create meaningful and sustainable work opportunities for the severely developmentally disabled?

2.1 About RitC

RitC, located in Atlanta, Georgia, is a 501(c) 3 non-profit organization serving families who have children and adults with developmental disabilities. Originally known as the Cobb Association for Retarded Citizens (Cobb ARC) and incorporated in 1956, RitC has served families in Cobb and the outlying counties for over 50 years. Since its inception, RitC has been committed to promoting opportunities for all people with developmental disabilities and, as a result, has had many “firsts” ... started the first sheltered workshop, first school for children with mental retardation, first summer camp for disabled children, first respite home in Cobb County and many more. In 2007, Cobb ARC decided to change its name to RitC – a name which signified what they were truly doing – providing services right in the community where their families live.

Currently, RitC has group homes (eighteen of which are occupied, two are built and awaiting occupancy, one is in the process of construction, and two are pending funding approval), owns and operates a respite care home, offers summer camp for children with severe disabilities, assists families with information and referrals, and generally supports the special needs population. With its mission “*to promote opportunities for all people with developmental disabilities to live full, productive, self-determined lives of the highest quality by fostering local communities which embrace all people*” (Paschal, 2010), RitC is there for families with

whatever they need. RitC board members and staff sit on many other boards in the community where they can speak for the rights and needs of individuals with developmental disabilities.

While having a history of innovation, RitC found itself on a plateau in 2010 when changes in the funding and political climate derailed long-dreamed plans to develop a “one-stop” center. Disassociation with the Association for Retarded Citizens created a blurred and confused identity. In order to get a sense of new direction, RitC distributed a needs survey to those on its mailing list. The survey captured demographics, needs for day, recreational, educational, vocational, and transportation services, and care-giver specifics. Simultaneously, RitC became involved with an action research project with Georgia State University (GSU). The researchers (of which I was one) focused on how competing values (Quinn & Rohrbaugh, 1981) could inform development of voluntary organizations and on how RitC could re-develop its identity, organization, management practices and ability to plan for the future (Crim, Grabowski, Neher, & Mathiassen, 2011). The resulting recommendations were developed in collaboration with RitC management and adopted by the board in July, 2010. By August, 2010, RitC had moved off its plateau and was moving forward to innovate its organization and services.

My affiliation with RitC is personal and spans many years. My severely developmentally disabled son receives monthly respite services; I serve on the board; and, my family supports them through financial contributions, donation of supplies for the respite home, and as-needed maintenance on the group homes and respite house. My involvement with RitC has afforded intimate access to RitC, its primary collaborator, GCSS, and other families with severely developmentally disabled member(s). Further, I along with the other families involved with

April 26, 2012

RitC, provide a real-world glimpse into the lives of families with a developmentally disabled member. While the challenges of researcher bias from this deep involvement will be discussed later, it also helps to ensure my research is relevant and not sterile. Further, from a personal level, I believe anything my research can do to help RitC will ultimately help my son and others like him.

2.2 About Developmental Disabilities

According to the President's Committee for People with Intellectual Disabilities (PCPID), approximately seven to eight million Americans of all ages experience some level of developmental disability (Roach, 2011). This equates to nearly 30 million, or one in ten families in the United States, that are directly affected by a person with developmental disabilities (Roach, 2011). By extrapolating data from PCPID and the U.S. Census Bureau, on a proportional basis, there were 16,296 - 18,623 citizens in Cobb County, Georgia with developmental disabilities in 2009 ("American FactFinder," 2009). Consequently, there are a great many individuals locally that need the support offered by RitC.

With so many people affected, what is the definition of developmental disabilities? Originally passed in 1963 as the Mental Retardation Facilities Construction Act of 1963 (Title I, P.L. 88-164) and reauthorized by President Clinton on October 30, 2000, the Developmental Disabilities Assistance and Bill of Rights Act (PL 106-442) (commonly known as the DD Act), defines developmental disability in section 102(8) ("Developmental Disabilities Assistance and Bill of Rights Act of 2000,"). Refer to Appendix I for the definition.

Helping individuals with developmental disabilities achieve independence, productivity, integration, and inclusion into the community is the purpose of the DD Act, directly corresponds with RitC's mission, and constitutes a vast array of political, social, health and financial challenges that represent wicked problems. Initially conceived by Rittel and Webber, wicked problems are "*poorly formulated, confusing, and permeated with conflicting values of many decisions makers or other stakeholders*" (Pries-Heje & Baskerville, 2008, p. 731). Consequently, all societal problems and nearly all public policy issues are wicked problems in that they are never solved, merely re-solved repetitively (Rittel & Webber, 1973).

First, to understand the wicked problems associated with the developmentally disabled, one must have an idea for solving the issues based on an inventory of possible solutions (Ferlie, Fitzgerald, McGivern, Dopson, & Bennett, 2011; Rittel & Webber, 1973; Weber & Khademian, 2008). The inventory of possible solutions spans the entire political, educational, social, and business spectrum and represents a wide variety of individual perspectives. Consequently, having such diverse participants in the wicked problem setting makes knowledge sharing a challenge (Weber & Khademian, 2008). To overcome this challenge, Weber and Khademian suggest developing a shared capacity for focusing on a wicked problem (2008). This is exactly what RitC has done. Through collaboration with GCSS, RitC has been able to carve out solutions for wicked problems specifically faced by the developmentally disabled in Cobb County. However, one particularly persistent wicked problem pertains to the incorporation of the developmentally disabled in the workforce.

Second, to understand the challenges of including the developmentally disabled in the workforce, one must first understand that developmental disabilities are classified as mild, moderate, severe or profound in order to gauge an individual's need for support. Generally, persons in the mild and moderate categories require less support than those classified as severe or profound; the spectrum spans those with the ability to live independently and participate in lifelong employment with the assistance of vocational and community socialization training to those requiring intensive supports where mastery of daily living skills is quite limited or non-existent. Table 2.1 summarizes the IQ and population percentage by developmental disability classification ("IQ Scores and Mental Retardation," 2011).

Hence, rather than seeking possible political, social or welfare solutions for incorporating the developmentally disabled in the workforce, I constrained my solution space to creating meaningful work opportunities for the severely developmentally disabled through a sustained collaborative effort in Cobb County (Rittel & Webber, 1973; Weber & Khademian, 2008). This solution space was chosen for three reasons: first, because of the urgency of the need, second, because of the immediacy of possible solutions as opposed to the potential political, social or welfare solutions which take much longer to germinate and third, 56% (Table 2.2) of Marietta Enrichment Center's (MEC) (one of GCSS's day programs) clients fall in the severe and profound classification (Peterson, 2012).

Table 2.1 Classification of Developmental Disabilities ("IQ Scores and Mental Retardation," 2011)

Developmental Disability Classification	IQ Range	% of Developmental Disability Population
Mild	50 – 70	85%
Moderate	35 - 50	10%
Severe	20 - 35	4%
Profound	20 and below	1%

Table 2.2 Classification of MEC Clients by Developmental Disabilities (Peterson, 2012)

Developmental Disability Classification	% of GCSS's Clients at MEC
Mild	10%
Moderate	34%
Severe	32%
Profound	24%

Lips-Wiersma and Morris, define ‘meaningful work’ as having four components: “developing and becoming self”, “unity with others”, “serving others”, and “expressing self” (2009, p. 499). They cite the 2004 work of May et al. “*the value of a work goal or purpose, judged to the individual’s own ideals or standards*” and the 1998 work of Korotkov “*meaningfulness refers to the degree to which life makes emotional sense and that the demands confronted by them are perceived as being worth the energy investment and commitment*” (2009, p. 492). Consequently, RitC’s challenge is to create meaningful work which is defined as sustainable tasks which are desirable and feasible, add value from a business context and are not ‘charity or busy work’ for the severely developmentally disabled.

2.3 Developmentally Disabled in the Workforce

The PCPID reports that only 31% of developmentally disabled are working (Roach, 2011). This finding is supported on a local basis as well. In RitC's 2010 survey, 71% of the respondents indicated their special needs individual was not currently working and of those currently not working but had the ability to do so, 90% had the desire to work in the community (Crim, Grabowski, & Neher, 2010). The lack of work opportunities is most severe in the lower functioning levels. Few training centers have special care units, while others refuse individuals with multiple disabilities or profound developmental disabilities. Moreover, because of the rising unemployment the mildly developmentally disabled who should find work in the community are instead competing with the severely developmentally disabled for places in training centers and supported employment opportunities (Unknown, 1977).

The developmentally disabled represents a large untapped labor pool (Freedman & Keller, 1981; Schilit, 1979) that is inhibited in its community inclusiveness and sustained inclusion (Wolpert, 1976). According to PCPID, this *“unnecessary isolation is an unfortunate reflection of the lack of value society at large sees in the lives of people with intellectual disabilities. Because society often does not view people with intellectual disabilities as people with intrinsic value, for many, their isolation continues and they remain invisible”* (Leavitt, 2007, p. 16). However, current research shows that this large untapped labor pool can successfully perform meaningful work when given suitable training, facilities and a supported environment (Bradley & Blumenthal, 1998; Friedman, 1974; Goodyear & Stude, 1975; Hewitt & O'Neil, 1998; Leavitt, 2007; Unknown, 1977).

With no suitable occupation or training, many of the developmentally disabled adults either end up staying at home all day or are confined to various day programs which primarily offer day care; either option can be a source of stress for the family due to the excessive demands on their energy and resources (Bubolz & Whiren, 1984; Unknown, 1977). GCSS is one such provider, and among their service offerings they have two day programs: Art & Food trains higher functioning individuals with developmental disabilities to work in the art and food industries and MEC works with lower functioning individuals offering adult enrichment and youth activities of daily living skills training. I am very familiar with MEC since my son has attended the program since 2006 and I have been active on its Parent Advisory Board through the years.

The primary activities of MEC's current day program are arts and crafts related and community outings. Instead of facilitating opportunities to perform meaningful work in a sheltered setting, parents ask *"how can my child with severe developmental disabilities gain the sense of accomplishment that comes from working when the day care program just provides arts and craft activities?"* Unfortunately in our circumstances, parents have historically been told their children cannot get jobs and are relegated to day programs. Consequently, parents are concerned about the prospect of confining their children to a life-time of non-productive activities when they whole heartedly believe they are capable of so much more. Once again this points to the importance of RitC's mission and the need for its services and support.

By introducing changes in a collaborative manner (Rittel & Webber, 1973; Weber & Khademian, 2008) that are both desirable and culturally feasible (Checkland, 1985, p. 822) for

April 26, 2012

creating meaningful work opportunities for the severely developmentally disabled, my goal was to achieve what Ferlie et al. refers to as “cross cutting outcomes”, “complex outcomes that are long term and dependent on intermediate processes such as building inter agency collaboration” (2011, p. 308). Initially RitC focused its service innovation efforts on the development of a shredding initiative, with the initial component being the establishment of a full-time training program for severely developmentally disabled adults so that they can go out and work in a professional office space doing the host company’s shredding. The longer-term objectives are to give severely developmentally disabled adults the opportunity to break free from the stereotypical jobs, work in the community with real office co-workers in a sustainable manner. Initially conceived in 2000 from macroeconomics, sustainability has three primary components: environmental integrity, economic prosperity and social equity (Hahn & Figge, 2011). In the context of RitC’s service innovation and specifically its shredding initiative, environmental integrity refers to recycling its shredded output, economic prosperity means that the effort needs to be self-funding, and social equity refers to creating meaningful work in the community for the severely developmentally disabled.

2.4 Research Opportunity # 1

Much has been written about how the developmentally disabled are excluded from the mainstream of American life (Leavitt, 2007; Unknown, 1977; Wolpert, 1976), have a lack of meaningful work (Lips-Wiersma & Morris, 2009) opportunities available even though they have demonstrated the ability to make a contribution (Bradley & Blumenthal, 1998; Hewitt & O’Neill, 1998), and exhibit great satisfaction when given the opportunity to perform and be rewarded for

meaningful work (Freedman & Keller, 1981; Friedman, 1974; Goodyear & Stude, 1975). However, little has been written on how organizations can create meaningful work opportunities for severely developmentally disabled adults. Accordingly, my first research question is:

RQ1 How does RitC create meaningful and sustainable work opportunities for the severely developmentally disabled?

3 Service Innovation in Voluntary Organizations

In this section, I provide an overview of voluntary organizations and service innovation. Then, drawing on the literature, I discuss my second research opportunity - How does a voluntary organization innovate its service offering?

3.1 Voluntary Organizations

Several researchers have stated that volunteering is the essence of democracy and that it is the social glue that holds societies together (Anheier & Salamon, 1999; Perotin, 2001; Wandersman, Florin, Friedmann, & Meier, 1987). This is supported by the fact that between October 2009 and September 2010, Americans volunteered a total of 62,790,000 hours, equating to a median 52 hours per volunteer (Unknown, 2011) - clearly Americans view volunteering as an emblem of good citizenship. With so many Americans volunteering, exactly what is it? Simply stated, Wilson defines volunteering as “*any activity in which time is given freely to benefit another person, group or cause*” (2000, p. 215).

Much of the literature on volunteering focuses on the demographics, motives and organizational behavior of volunteers (Anheier & Salamon, 1999; Kreutzer & Jäger, 2011; Wandersman, et al., 1987; D. C. Wilson & Butler, 1986; J. Wilson, 2000). Alternatively, not as much literature focuses on the broader voluntary sector; those organizations benefiting from all the volunteers. Often referred to as the “third sector” of the economy, the voluntary sector is also referenced as the “independent sector”, “charities”, “non-governmental organizations”, “non-profits”, and “social economy” (Perotin, 2001). For my purposes, I will assume the terms are used interchangeably and I use the particular term used by the researcher(s) being cited.

Within the literature definitions of the voluntary sector typically reference social service and the use of volunteers. Dart’s definition of non-profit is fairly academic: “*organized around an interconnected nest of prosocial and voluntaristic values and goals with few references to the means and structure by which these values are enacted*” (2004, p. 294) whereas Wilson and Butler offer a simpler definition for voluntary organizations which includes two key elements: “*a considerable proportion of the labor force is voluntary and, hence, unpaid*”, and “*such organizations are engaged in the non-commercial provision of goods or services*”(1986, pp. 521, 522). Perhaps the most comprehensive definition comes from Salamon and Anheier which specifies five characteristics of non-profits: organized with some sort of permanent structure, private (separate from government), self-governing, do not distribute any profits generated to owners or directors and involve some degree of voluntary participation (1996). Using the five characteristics as a foundation, Salamon and Anheier then classified all non-profit organizations into one of twelve groups: Culture and Recreation, Education and Research, Health, Social

Services, Environment, Law, Advocacy and Politics, Philanthropic Intermediaries and Voluntarism Promotion, International, Religion, Business/Professional Association and Unions, Not Elsewhere Classified (1996). Using Salamon and Anheier's classification scheme, RitC falls into the Social Services category.

With just four paid administrative staff, RitC is an organization that relies heavily on getting things accomplished through volunteers. According to RitC's Executive Director, between October 2009 and September 2010 they amassed approximately 7,108 volunteer hours. Consequently, with RitC's mission to help the developmentally disabled and having to accomplish the majority of its work through volunteers, RitC aligns with the definition of a voluntary organization offered by Wilson and Butler (1986) referenced above. Refining the definition of voluntary organization, Wilderom and Miner draw the distinction between voluntary *groups* which operate only with volunteers versus voluntary *agencies* which operate with some part of the membership being paid (1991). Based on this distinction, RitC falls into the voluntary agency sub classification. Regardless of sub classification, RitC is an organization whose ongoing operation is largely dependent on the volunteers who generally have a personal connection with RitC through a developmentally disabled family member.

3.2 Service Innovation

According to Osborne and Flynn, definitions of innovation in the literature primarily center around one of four themes: innovation represents newness to the organizations concerned, innovation is different from invention, innovation is both a process and an outcome and innovation involves discontinuous change (1997, p. 32). With this perspective, McDermott and

O'Connor define innovation as “*a new technology or combination of technologies that offer worthwhile benefits*” and requires “*new skills, levels of market understanding, leaps in new processing abilities, and systems throughout the organization*” (2002, p. 424). Thus, innovation is the means by which organizations like RitC remain vibrant and respond to an ever changing funding and political environment.

With innovation so important to the sustainability of a voluntary organization, one would think that there would be a wealth of literature available. Unfortunately, as noted by Jaskyte, the literature on innovation is primarily from the perspective of the individual, team or organization within the business sector and focuses on types of innovation; i.e., radical versus incremental, borrowed versus original, expansionary versus evolutionary development, product, process and administrative (2011). Little appears to be written specifically about service innovation within voluntary organizations.

Innovation within a voluntary organization is driven by the organization's stakeholders (Crim, et al., 2011; Jaskyte, 2011; Osborne & Flynn, 1997). The effectiveness with which voluntary organizations innovate is also a function of stakeholder judgment (Herman & Renz, 1999, 2008). In the case of RitC, the stakeholders opted in 2010 to innovate its organization (Crim, et al., 2011) and concluded that it needed the on-going collaboration of its principle partner (GCSS) to perpetuate its success and sustainability. It is through collaboration of interconnected organizations like RitC and GCSS that voluntary organizations innovate and develop networks of support and influence at the local level (Diamond, 2010; Herman & Renz, 1999, 2008; D. C. Wilson & Butler, 1986).

April 26, 2012

Page 31 of 132

3.3 Research Opportunity # 2

Much has been written about the nature of volunteering (Anheier & Salamon, 1999; Perotin, 2001; Wandersman, et al., 1987), the individual volunteer (Anheier & Salamon, 1999; Kreutzer & Jäger, 2011; Wandersman, et al., 1987; D. C. Wilson & Butler, 1986; J. Wilson, 2000), voluntary organizations (Dart, 2004; Perotin, 2001; Salamon & Anheier, 1996; D. C. Wilson & Butler, 1986) and innovation in business (Jaskyte, 2011; McDermott & O'Connor, 2002). While some literature has been written on innovation in voluntary organizations (Crim, et al., 2011; Osborne & Flynn, 1997), little appears to be written specifically about service innovation within voluntary organizations. Accordingly, my second research question is:

RQ2 How does a voluntary organization innovate its service offering?

4 Analytical Framework

In this chapter, I introduce CVF with extensions as the analytical framework I used to study service innovation at RitC. First, I will discuss the original framework and how it has been adapted to explain business factors other than organizational effectiveness. Second, I discuss the original dimensions of organizational focus, structural preference and managerial concerns and how I have extended the CVF with the additional dimensions of strategy foundation and motivational trait. Finally, I discuss a third research opportunity – How can we adapt the CVF to understand and guide service innovation in voluntary organizations?

4.1 Competing Values Framework

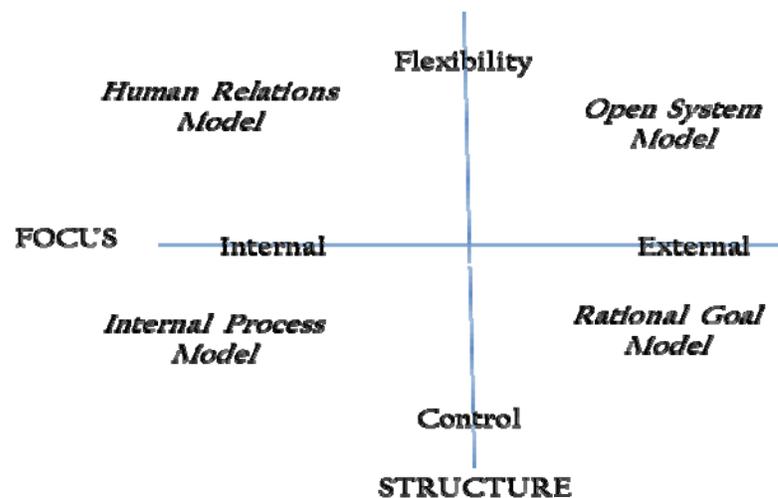
To examine how competing forces shape service innovation in voluntary organizations, I draw on Quinn and Rohrbaugh's CVF (1981, 1983). In 1981, a widely shared definition of effectiveness as it applied to the theory of organizational performance was elusive. In an effort to generate such a theoretical framework, Quinn and Rohrbaugh built upon the contributions of Steers and Campbell which independently recommended needing to identify the variables pertaining to effectiveness, determined how the variables were related and eliminated overlap (Campbell, 1977; Steers, 1975) to develop the sixteen effectiveness criteria across a three-dimensional space and the four effectiveness models which formed the basis of their CVF (Figure 4.1) (Quinn & Rohrbaugh, 1981). In addition, they offered the following definition of organizational effectiveness: *"a value-based judgment about the performance of an organization"* (1981, p. 138).

In 1983, Quinn subsequently published separately with Cameron and again with Rohrbaugh enhancements to the CVF. First with Cameron, CVF was tied to organizational life cycle development; a four-phased life cycle (1. entrepreneurial, 2. collectivity, 3. formalization and control, and 4. structure elaboration and adaption stages) (1983). Second with Rohrbaugh, CVF was expanded to recognize that while the four organizational effectiveness models are comprised of criteria that are paradoxical in nature, the criteria need not be empirical opposites or mutually exclusive in actual organizational environments (1983). The resulting collective research of Quinn with Cameron and Rohrbaugh provides the framework for evaluating

organizational effectiveness regardless of life cycle stage and seeming contradictions in the effectiveness construct.

Since its inception, CVF has been used to evaluate effectiveness in many business settings. For example, CVF has been applied to management information systems (Cooper & Quinn, 1993), the influence of organizational culture in higher education institutions (Obendhain & Johnson, 2004), non-profits (Herman & Renz, 2008) and change in general (Poole & van de Ven, 1989). More recently, the framework has been adapted to support development of voluntary organizations (Crim, et al., 2011).

Figure 4.1 Quinn & Rohrbaugh's Competing Values Framework (1981)



4.2 Original Dimensions of Competing Values Framework

The original CVF dimensions (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1983) include organizational focus (demonstrated by external and internal), structural preference

(demonstrated by control versus flexibility) and managerial concerns (demonstrated by means and ends). The paradoxical nature of the criteria and the fact that the criteria need not be opposites or mutually exclusive (Quinn & Rohrbaugh, 1983) made CVF especially applicable to RitC since innovation and effectiveness within a voluntary organization are driven by the organization's stakeholders and their judgment (Crim, et al., 2011; Herman & Renz, 1999, 2008; Jaskyte, 2011; Osborne & Flynn, 1997).

4.2.1 Organizational Focus

Organizational focus is the first dimension in CVF. According to Quinn and Rohrbaugh, an external organizational focus is a macro emphasis on the functioning and development of the organization as part of the larger environment and an internal organizational focus is a micro emphasis on the functioning and development of people and their activities within the organization (1981, 1983). As noted by the research of Crim et al., RitC has a history of being externally focused; they depend on the external environment for volunteer resources and financial donations and collaboration with other agencies in order to accomplish its mission. Further, Crim et al., note that RitC's internal focus primarily deals with its active 24-member board and its respite and group home services (2011).

Over the years RitC has had to add, drop or modify services in order to survive and thrive and align its organizational focus to accomplish its mission (Buenger, Daft, Conlon, & Austin, 1996). The simultaneous focus on both internal and external organization factors creates tension and a complex environment (Meyers, 1993). However, according to Osborne and Flynn it is in such complex environments where external changes are viewed as opportunities rather than a

threat that innovation typically occurs (1997). It is, therefore, the totality of RitC's organizational focus that ultimately determines who shall receive services and on what basis and how the services will be funded (Buenger, et al., 1996; D. C. Wilson & Butler, 1986). CVF thus illuminated RitC's efforts to create synergy in its organizational focus as it strived to innovate its service offering and provide meaningful work opportunities to the severely developmentally disabled.

4.2.2 Structural Preference

Structural preference is the second dimension in CVF. According to Quinn and Rohrbaugh, structural preference is the concern for control versus flexibility (1981, 1983). Control has been described as an emphasis on high structure, predictability and stability whereas flexibility has been defined as an emphasis on low structure, innovation and adaptability (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1981, 1983).

The work of Quinn and Cameron did on organizational life cycles was particularly relevant to service innovation at RitC. They found in their study that a high emphasis on control resulted in a "*considerable fall off in staff commitment, productivity, and flexibility*" (Quinn & Cameron, 1983, p. 48). Consequently, the need for flexibility was paramount in RitC's quest to innovate its service offering.

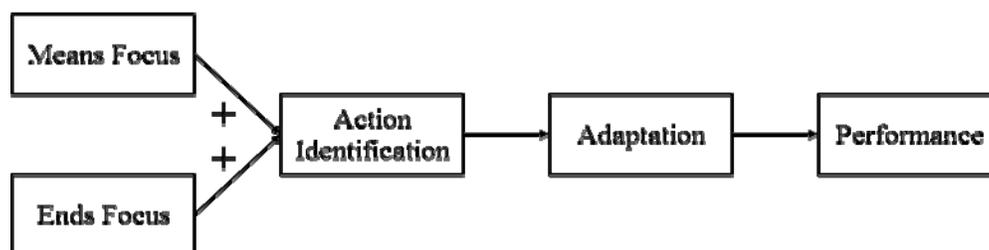
4.2.3 Managerial Concerns

Managerial concerns are the third dimension in CVF. Quinn and Rohrbaugh defined this dimension by differentiating between an emphasis on means (i.e., processes, planning and goal

setting) versus an emphasis on ends (i.e., outcomes, deliverables and productivity) (1981, 1983). While infrequently linked in the same manner for both organizations and individuals, Lee and Brower further clarify the definition by stating the ends are achieved by the means (2006).

When applying CVF to a voluntary organization like RitC, Woolley contends that whether an organization is oriented towards means or ends will shape its innovative nature (2009). She further states that there can be many preferred ends, each with multiple means of attaining each desired end. This was particularly applicable to RitC since it is an organization largely dependent on volunteers and where past innovations sprouted as a collaborate effort between its management and volunteers. Consequently, I adapted Woolley's model in Figure 4.2 to explain the innovation process at RitC that was driven by simultaneously emphasizing means and ends, with the ultimate actions taken affected by both orientations (2009, p. 503).

Figure 4.2 Effects of Means – Ends Focus on Innovation (Woolley, 2009, p. 503)



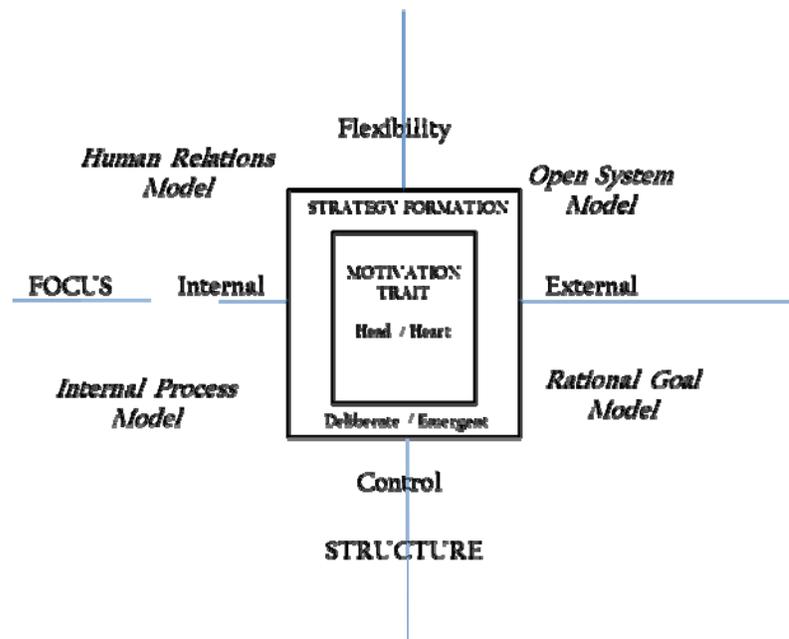
4.3 Extending the Competing Values Framework

Building upon the work of Crim et al. (2011), I extended CVF by adding two additional dimensions depicted below in Figure 4.3: strategy formation (demonstrated by deliberate versus emergent) and motivational trait (demonstrated by head and heart).

4.3.1 Strategy Formulation

According to Boyne and Walker, strategy can be conceptualized from two perspectives: first, by describing an organization's position and how it interacts with its environment and second, the specific steps that an organization takes to operationalize its stance (2004). It is the second perspective of strategy formation, the operationalization of strategy that I emphasized in my research because of its direct application to the service innovation process in a voluntary organization.

Figure 4.3 Extended Competing Values Framework



Mintzberg emphasizes the operationalizational aspects when he defines strategy as “a pattern in a stream of decisions” (1978, p. 934). This definition implies that strategy is dynamic, that it evolves. The evolving nature of strategy which starts with an intended strategy and

concludes with a realized strategy directly ties to the iterative process of innovation. According to Mintzberg, in individual collaborations with both McHugh and Waters, deliberate strategy realized occurs when the actions taken pattern exactly as planned in the intended strategy and emergent strategy realized occurs when the actions taken, despite intentions or in absence of intentions, have an unintended order and are sequential in nature without a viable pattern or consistency (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985). Their resulting strategy formation model is depicted in Figure 4.4 (1985, p. 162; 1985, p. 258).

Figure 4.4

Strategy Formation (Mintzberg & McHugh, 1985, p. 162; Mintzberg & Waters, 1985, p. 258)



The strategy formation model (Figure 4.4) was useful in understanding RitC's efforts to innovate its service offering by providing meaningful work opportunities to the severely developmentally disabled. This was especially true since strategies need not be mutually exclusive and can be mixed and combined (Boyne & Walker, 2004; Morrison & Salipante, 2007). Extending CVF to include strategy formation captured RitC's attempt to balance and take

advantage of their deliberate and emergent service innovation strategies throughout the course of this research initiative.

4.3.2 Motivational Trait

The research of Crim et al. (2011) determined that while CVF captured the paradoxical nature of the constructs involved in RitC's organizational focus, structural preference and managerial concerns, something was missing. The essence of the organization – its heart and how they balanced the head and heart - was not being adequately addressed. Hence, they added a fourth dimension to CVF (motivational trait) to help explain why RitC's board members stay involved for many, many years, why members respond to a survey favorably even when they are not receiving services, why management and staff go the extra mile time after time, and why RitC keeps helping those who cannot help themselves.

The above qualities are what Maccoby describes as “qualities of the heart”; attributes which are essential for work (1976). Maccoby considers “*the heart to be not only the home of compassion; generosity, and idealism, but also the true seat of consciousness and courage*” and “*it takes a well-developed heart to make difficult judgments in terms of the human values involved*” (1976, p. 100). According to Maccoby the head trait emphasizes behaviors rooted in conceptualizations and is driven by problem-solving, collaboration, and competition while the heart trait emphasizes behaviors rooted in consciousness and is driven by compassion, generosity, and idealism (1976). Table 4.1 summarizes Maccoby's head and heart traits.

Table 4.1 – Maccoby’s Head and Heart Traits (Maccoby, 1976, 1978)

Qualities of the Head	Qualities of the Heart
Ability to take the initiative	Honesty
Pride in performance	Sense of humor
Self-confidence	Loyalty to fellow workers
Open-mindedness	Openness and spontaneity
Flexibility	Independence
Cooperativeness	Friendliness
Satisfaction in creating something new	Critical attitude toward authority
Coolness under stress	Compassion
Pleasure in learning something new	Generosity
	Idealism

Researchers have applied head and heart traits to a variety of settings: business virtues (Klein, 2002), perceptions of accountants (Patten, 1990), impact on decisions by younger and older adults (Mikels, et al., 2010), ethical conduct (Kochunny & Hudson, 1994; Kochunny & Rogers, 1992) and most recently, voluntary organizations (Crim, et al., 2011). However, my review of the literature found little evidence of the application of the motivational trait to help explain service innovation within a voluntary organization. The two fundamental questions asked by parents, *“How can my child with severe developmental disabilities gain a sense of*

April 26, 2012

accomplishment that comes from working when the Day Care program just provides arts and craft activities?”, and *“How can RitC create a sustainable model as follow-up to the success of the initial shredding project completed by Medibase?”* illustrated the tension within the motivational trait dimension. Consequently, the motivational trait dimension added richly to the discussion of service innovation in a voluntary organization.

4.4 Research Opportunity # 3

Much has been written about CVF, the paradoxical tensions encountered and its utility as a general framework for organizational research (Poole & van de Ven, 1989; Quinn & Rohrbaugh, 1983) and the specific dimensions of organizational focus (Meyers, 1993; Osborne & Flynn, 1997), structural preference (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1981, 1983), and managerial concerns (D. Lee & Brower, 2006; Quinn & Rohrbaugh, 1981, 1983; Woolley, 2009). In addition, a great deal has been written about the range of strategy formation (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985) and motivation trait (Maccoby, 1976, 1978). However, little appears to be written specifically about adapting the CVF to inform service innovation within voluntary organizations. Accordingly, my third research question is:

RQ3 How can the CVF be extended to better understand and manage service innovation in voluntary organizations?

5 Research Methodology

In this section, I discuss my overall research methodology to understand service innovation in a voluntary organization. To put the discussion in perspective, I first explain how

April 26, 2012

my research approach used engaged scholarship to focus on the stakeholders involved. Next, I discuss action research – the specific research methodology used to support service innovation at RitC. In doing so, I highlight the dual cycles, the characteristics and types of action research, how I adopted the principles of canonical action research to address bias and dilemmas and ensure the rigor of my action research with RitC and provide an overview of my process model. I conclude with a discussion on which dimensions were most applicable to explaining service innovation at RitC.

5.1 Engaged Scholarship

According to Van de Ven, engaged scholarship is a “*participative form of research for obtaining the different perspectives of key stakeholders (researchers, users, clients, sponsors, and practitioners) in studying complex problems*” (Van de Ven, 2007, p. 9). In the case of my research, the key stakeholders are comprised of clients (adults with severe developmental disabilities), parents of the clients, managers, staff and board members from RitC and GCSS, and researchers from GSU. These stakeholders were actively involved in all facets of the research.

Each stakeholder group depicted in Figure 5.1 represents a different but complementary perspective which facilitated the collaborative nature of the research. In addition, each group had varying relationships with other stakeholders. For example, the clients are severely developmentally disabled adults who participate in GCSS’s day program at MEC and are members of RitC. The parents receive various services from GCSS and RitC and serve as RitC board members. The clients and the majority of MEC program participants either live in group homes build by RitC or receive respite services from RitC. GCSS is the primary agency manning

RitC’s group homes and the CEO and Board member have personal experience within their immediate families with developmental disabilities. As a professor at GSU’s Center for Process Innovation, my research colleague (and supervisor) had prior research involvement with RitC. Lastly, I am the common thread among all stakeholders as I am part of the GSU research team, client of RitC and GCSS, on the RitC board and a parent of a developmentally disabled son. While each stakeholder brings a unique perspective, all had a vested interest in developing a sustainable model for creating meaningful work opportunities for those that are severely developmentally disabled.

Figure 5.1 Research Stakeholders



I elected to do qualitative research because of my desire to answer “what”, “why” and “how” questions and understand the context within which decisions and actions take place (Golden-Biddle & Locke, 2007; Miles & Huberman, 1994; Myers, 2009). Unlike quantitative research which addresses “which”, “how many” or “how often” questions and involves the

analysis of numerical data, I wanted to understand the ramifications of creating work opportunities for the severely developmental disabled over a period of time from the perspective of the key stakeholders and within the context of service innovation. Consequently, I conducted a longitudinal action research study centered on service innovation within RitC.

5.2 Action Research

Of the four forms of engaged scholarship, I adopted action research which takes a clinical intervention approach to diagnose and treat a problem of a specific client. Unlike informed basic research which describes a social phenomenon, collaborative basic research which uses insiders and outsiders to co-produce basic knowledge, and design and evaluation research which seeks to obtain evidence-based knowledge of alternative solutions to applied problems, action research focuses on understanding a social situation or business problem by changing it through deliberate intervention and diagnosing the responses to the intervention (Van de Ven, 2007). The following definition of action research from Rapoport is cited by numerous authors (Avison, Baskerville, & Myers, 2001; Mathiassen, et al., 2012; Meyers, 1993; Susman & Evered, 1978): “*Action research aims to contribute both to the practical concerns of people in an immediate problematic situation and to the goals of social science by joint collaboration within a mutually acceptable ethical framework*” (1970, p. 499).

As a pioneer of action research in 1946, Lewin posited that action research was “*a spiral of steps, each of which is composed of a circle of planning, action, and fact-finding about the result of the action*” (p. 206). Building upon Lewin and Rapoport, the efforts of Susman and Evered are recognized as a seminal work for positioning action research as a rigorous research

method (1978). They defined the development of a client-system infrastructure and a five-phased cyclical process consisting of diagnosing (identifying and defining a problem), action planning (specifying the courses of the action to be taken), action taking (implementing the planned actions), evaluating (analyzing the effects of the action) and specifying the learning (identifying what was learned) (Susman & Evered, 1978, p. 588).

Building upon the framework from Susman and Evered, Checkland and Holwell introduce the importance of “recoverability” to justify the generalization and transferability of action research results (1998). Rather than settle for ‘plausibility’, they stress the need for ‘recoverability’ and argue that “*action research should be to enact a process based on a declared-in-advance methodology (encompassing a particular framework of ideas) in such a way that the process is recoverable by anyone interested in subjecting the research to critical scrutiny*” (Checkland & Holwell, 1998, p. 18). The following discussion of my dual cycles, action research principles adopted, and approach for managing the dilemmas outline my epistemology so that research is ‘recoverable’ (Checkland & Holwell, 1998).

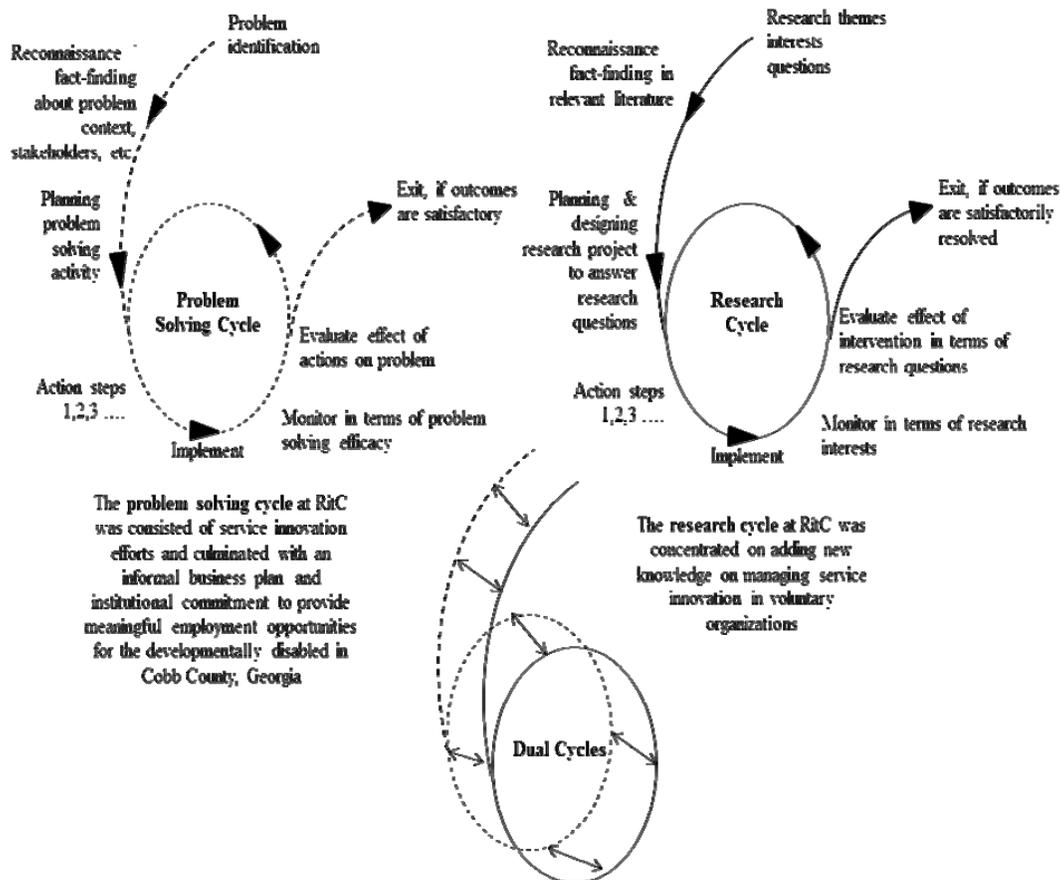
5.2.1 Dual Cycles

The cyclical process of action research is further enhanced by two interlinked simultaneous cycles: one for the research cycle and one for the problem solving cycle (McKay & Marshall, 2001). The problem solving cycle at RitC consisted of a service innovation and culminated with an informal business plan and institutional commitment to provide meaningful work opportunities for the severely developmentally disabled in Cobb County, Georgia. The research cycle at RitC concentrated on adding new knowledge on managing service innovation

in voluntary organizations. Collectively, the dual cycles in action research enabled me to develop and elaborate on the CVF theory from each intervention introduced into practice (Eden & Huxham, 1996).

Across these cycles, Baskerville and Wood-Harper explored three methodology characteristics (1996). The first characteristic is that the researcher is actively involved with expected benefit for both the researcher and the organization. In my case, my direct ongoing involvement was personal and undertaken with the expectation that any benefit RitC receives during the problem solving cycle would ultimately have a positive impact on my son and his colleagues and their parents. Further, we advanced the knowledge base on service innovation in voluntary organizations. Immediate application of the knowledge obtained is the second characteristic. Throughout my research at RitC, as we progressed through both the problem solving and research cycles we applied the knowledge learned previously to the next iteration of activities. Finally, the third characteristic is a cyclical process linking theory and practice. In my research, all of the stakeholders were actively involved to some capacity in all facets of the dual cycles. Figure 5.2 depicts the dual cycles of my action research.

Figure 5.2 Dual Cycles of Action Research (McKay & Marshall, 2001)



5.2.2 Action Research Principles

To ensure the rigor of my action research, I followed the canonical principles of action research (Davison, Martinsons, & Kock, 2004). According to Davison et al., action research is iterative, rigorous and collaborative, involves a focus on both organizational development and the generation of knowledge and is guided by five principles: researcher-client agreement, cyclical process model, theory, change through action and learning through reflection (2004). These authors provided specific questions and criteria for each principle which guided my

research at RitC. Appendix II highlights the criteria from each canonical action research principle and the application to my research at RitC.

5.2.3 Managing Dilemmas

To be aware of and effectively deal with the situational nature of action research, Rapoport (1970) identified three dilemmas (ethics, goals and initiative) of action research. Each dilemma can cause the research pendulum to swing between the extremes of pure theoretical grounding at the expense of relevance to the current problem and the inverse, pure relevance to the current problem as the expense of theoretical grounding. However, Rapoport argues that “good” action research selectively navigates through these dilemmas. For this reason, throughout my action research with RitC I was mindful of the ethics, goals and initiative dilemmas present.

To assist in this effort I drew on the three aspects (initiation, authority and formalization) for controlling action research projects identified by Avison et al. (2001). In addition, I was attentive to the challenges (pre-understanding, role duality, and organizational politics) identified by Coghlan (2001) as a result of wearing many hats throughout this research initiative. I also managed the dilemmas raised by Rapoport on a proactive and open basis.

Ethics is the first dilemma poised by Rapoport (1970). Whether or not the client is acceptable to the researcher, confidentiality and protection of respondents, working for one client and then being approached by a competitor, and personal involvement in the client’s organization can all pose ethical dilemmas (1970). In the case of my research with RitC, I was particularly sensitive of the close relationship between RitC and GCSS and my multiple roles as

researcher, client of RitC and GCSS, RitC board member and parent of a developmentally disabled son; clearly, I was what Coghlan defines as an “insider” (Coghlan, 2001). However, working with the other stakeholders directly and triangulating the data helped offset the potential disadvantage of being too close to the data and being sensitive to the controlling aspect of authority which asked “*who is in charge of the project?*” helped me navigate any potential ethics dilemmas during my research at RitC. This approach tied with the staged domination authority pattern identified by Avison et al. (2001) for controlling action research projects. Staged domination migrates power among the stakeholders as opposed to client domination that recommends action to an organization outside of the team or identity domination where the researcher and practicing organization are the same persons. This fluid and dynamic approach helped establish boundaries and manage any ethics dilemmas as my research at RitC evolved.

The second dilemma posed by Rapoport pertains to the divergent nature of practice and academic goals. This dilemma is addressed by recognizing the dual cycles of action research outlined by McKay and Marshall (2001) and the role duality as an insider action research project raised by Coghlan (2001), applying the style composition practices recommended by Mathiassen et al. (Mathiassen, et al., 2012) and having the ability to renegotiate the structure of my action research project. My research at RitC had an evolving structure, which according to Avison et al. implies that as the research scope progressed the control structure also evolved (2001). The evolving control structure did not imply that it switched from informal control structure which had no written agreements to a formal control structure which was based on written agreements.

Instead, the control structure of my research at RitC evolved as the scope of the research progressed and the pendulum swung between practice and academic goals.

The third dilemma raised by Rapoport deals with initiative; solving a client's problem versus the pursuit of knowledge with little intervention. The collaborative nature of engaged scholarship and action research provided the framework for addressing this dilemma. Further, since the research was collaboratively initiated (as opposed to what Avison et al. define as either client or researcher initiation), RitC was provided with the wherewithal to solve their practical problem while enabling the academic methods to affect the solution (2001).

In conclusion, in the case of my research with RitC, rigorous adoption of the principles of canonical action research, leveraging the duality of the research and problem solving cycles, looking at the data through my proposed analytical framework, and triangulating the data were the means I employed to effectively address the dilemmas and insider bias of the action research and control my action research project. Lastly, if at any time throughout my research I was at a quandary as to how to deal with these dilemmas or control issues, "*Is this in the best interest of the client?*" was my guiding premise.

5.3 Process Study

By focusing on events and the processes that connect them, I employed a process rather than a variance model (Miles & Huberman, 1994; Van de Ven, 2007). Unlike a variance model which explains change in terms of relationships among independent variables and dependent variables, a process model explains how a sequence of events leads to some outcome.

In order to understand the events and processes connecting them at RitC, I focused on the encounters which affected change in RitC's organization and service development. Gersick, who built upon the 1972 work of natural historians Eldredge and Gould, applied the concept of punctuated equilibrium as a means for explaining how change occurs and how it can be managed in organizations. Gersick defined punctuated equilibrium as "*alternation between long periods when stable infrastructures permit only incremental adaption, and brief periods of revolutionary upheaval*" (1991, p. 10).

Building upon Gersick's work, Newman and Robey defined the encounters and episodes which punctuate the organization's equilibrium (1992). I used the encounter-episode framework (Newman & Robey, 1992) to develop a process model of service innovation at RitC. The components of my process model include events, encounters, episodes, antecedent conditions and outcomes. Newman and Robey define these elements as follows: events are either encounters or episodes that occur over time, encounters are the beginnings and ends of episodes, episodes are a set of events that stand apart from others, antecedent conditions are the relationships between the users and analysts occurring before the project begins, and outcomes are the "final cause" of preceding events (1992). My iterative process model had a series of longer episodes, punctuated by brief encounters at which the current trajectory of the process is challenged. The encounters represented purposeful action (desirable and feasible changes) introduced into the problem situation so that the outcomes can be debated and the cycle, with its new trajectory, repeats itself (Checkland, 1985).

Researchers have used punctuated equilibrium to explain change in a variety of circumstances. Givel explained public policy (2010), Newman and Robey researched user-analyst relationships and social dynamics of system development (1992), Bovaird applied it to strategic management in the public domain (2008) and Cho et al., used it for understanding contextual dynamics during healthcare information systems implementation projects (2008). Although the literature contains many examples where punctuated equilibrium was used to explain change, I found nothing that tied it to service innovation in a voluntary organization like RitC.

5.4 Data Collection and Analysis

As a final element of research design, I discuss my concurrent data collection and analysis efforts. The research objective of the study was to understand how competing value analysis supports and explains service innovation in voluntary organizations. Specifically, I focused on RitC and their desire to innovate their service offering by providing meaningful and sustainable work opportunities for those that are severely developmentally disabled. To achieve this, I collected rich data from multiple primary and secondary sources (Myers, 2009) over a fourteen month period beginning in January 2011. Using the guidelines from Yin (2009) and Miles and Huberman (1994), the principle data sources included semi-structured interviews, field observations, and problem solving cycle documentation. Throughout the data collection effort, I used triangulation (Miles & Huberman, 1994) to counterbalance my insider bias (Coghlan, 2001). Table 5.1 outlines the specific primary and secondary data sources I used in my research.

Table 5.1 Data Sources

Primary Data Sources	Secondary Data Sources
Board Meetings <ul style="list-style-type: none"> • RitC (14) • GCSS (1) 	Project documentation: <ul style="list-style-type: none"> • Time sheets • Payroll records • Recycling records • Meeting notes • Emails • Email communications • Daily communication notes from MEC
Semi-structured interviews: <ul style="list-style-type: none"> • RitC management (2) • GCSS management (1) • MEC management and staff (2) • Parents (2) 	External sources / Public data: <ul style="list-style-type: none"> • http://www.acf.hhs.gov/programs/pcpid/pcpid_about.html • http://www.disabilityindia.org/MentalRetardation.html • http://factfinder.census.gov/servlet/SAFFPopulation • http://data.bls.gov/cgi-bin/print.pl/news.release/volun.nr0.htm
Field Observations: <ul style="list-style-type: none"> • Shredding (19) • Recycling (3) • Participant Observer (spanning fourteen months) • Prospective customer meeting (1) 	
Stakeholder Meetings (15)	
Status Updates to THLF (1)	

Using punctuated equilibrium to establish antecedent conditions, process timeline and outcomes, my data analysis strategy followed the guidelines from Miles and Huberman (1994). My data analysis was an iterative process of data reduction, data display and conclusion drawing

and verification. As with my data collection efforts I used triangulation (Miles & Huberman, 1994) throughout data analysis to counterbalance my insider bias (Coghlan, 2001).

To facilitate the analysis, the interview transcripts and other textual research records were coded in a qualitative analysis application (NVivo 9) based on the original CVF dimensions of organizational focus, structural preference and managerial concerns (Quinn & Rohrbaugh, 1981) and the extended dimensions of strategy formulation (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985), and motivational traits (Maccoby, 1976, 1978). This framework helped me evaluate the challenges faced by voluntary organizations when it came to service innovation and understand specifically how RitC innovated its service offering by providing meaningful and sustainable work opportunities for those that are severely developmentally disabled. The coding framework I used is outlined in Table 5.2.

While five dimensions were used to code the data, it became apparent that some of the dimensions were similar and some spoke more directly to service innovation at RitC than others. Although elaborated in detail in Chapter 7, the dimensions of organizational focus (internal vs. external), strategy formation (deliberate vs. emergent) and motivational trait (head vs. heart) best explained service innovation at RitC. Organizational focus and strategy formation closely tied with RitC's desire to provide more innovative services for the developmentally disabled in Cobb County while the dimension of motivational trait directly tied to RitC's mission. Since the emphasis was on innovation, the structural preference dimension was secondary to strategy formation. With RitC, the strategy needed to develop before aspects of control (high structure,

predictability and stability) versus flexibility (low structure, innovation and adaptability) came into play. As a voluntary organization the managerial concern dimension was secondary to motivational trait. Tensions between head and heart were much stronger than the emphasis on means (processes, planning and goal setting) versus ends (outcomes, deliverables and productivity).

Table 5.2 Coding Framework

Dimension	Competing Values	Definition	References
Organizational Focus	External	An external, macro emphasis on the functioning and development of the organization as part of the larger environment	(Quinn & Rohrbaugh, 1981, 1983)
	Internal	An internal, micro emphasis on the functioning and development of people and their activities within the organization	
Structural Preference	Control	An emphasis on high structure, predictability and stability	
	Flexibility	An emphasis on low structure, innovation and adaptability	
Managerial Concern	Means	An emphasis on processes, planning, and goal setting	
	Ends	An emphasis on outcomes, deliverables and productivity	
Strategy Formation	Deliberate	Realized strategy (pattern in actions) to form exactly as intended	(Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985)
	Emergent	Patterns realized despite or in the absence of intentions; taking one action	

Dimension	Competing Values	Definition	References
		at a time in search for that viable pattern or consistency; unintended order	
Motivational Trait	Head	An emphasis on behaviors rooted in conceptualizations and driven by problem-solving, collaboration, and competition	(Maccoby, 1976, 1978)
	Heart	An emphasis on behaviors rooted in consciousness and driven by compassion, generosity, and idealism	

6 Problem-Solving Cycle

In this chapter, I describe the problem solving cycle at RitC. Initially, I explain the antecedent conditions leading up to my research at RitC. Next, I discuss the process comprised of service development interventions and describe key outcomes. This account of the problem solving cycle is summarized in Table 6.1. Finally, I conclude with an overview of the when the CVF framework was adapted and extended during the research cycle which corresponded to the problem-solving cycle.

Table 6.1 Process of Service Innovation at RitC

<i>Antecedent conditions</i>	There were three pivotal events leading up to my current research initiative with RitC. First, my employer, The Medibase Group, Inc. (Medibase) donated office space and shredding machines and hired MEC to come onsite to shred a year's worth of sensitive documents. Second, in collaboration with GSU over a seven month period, RitC undertook an action research project which focused on how
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	<p>competing values can inform development of voluntary organizations and on how RitC could re-develop its identity, organization, and management practices, and ability to plan for the future. Third, in October 2010, The Holly Lane Foundation awarded RitC \$5,500 to cover the investment in shredding equipment and labor cost giving clients with severe developmental disabilities a meaningful work opportunity and building momentum in the community to sustain an ongoing shredding initiative at RitC.</p>	
<i>Phases</i>	<p>Initiation Jan 11 – Feb 11</p>	<p>Reviewed outcomes from the Medibase shredding project to garner lessons learned for planning the next phase of the shredding initiative. We developed agreement with RitC and aligned the problem solving and research cycles. The outputs included incorporation of the lessons learned from the Medibase shredding project into the current shredding initiative, realization that RitC would serve as an incubator for the shredding program but ultimately GCSS would need to take ownership of it, that it needed to be parent driven and a trip to UCPB was needed in order for the stakeholder to visualize a successful shredding operation model.</p>
	<p>Emulation Strategy Feb 11 – July 11</p>	<p>Stakeholders undertook pivotal trip to UCPB which resulted in quest to lay foundation to emulate UCPB’s program at RitC. This strategy encountered obstacles that could not be overcome. The outputs included detailed knowledge of UCPB’s shredding operation, organizations and memberships requirements for applicable affiliations and competitive landscape in Georgia and Cobb County.</p>
	<p>Evolution Strategy May 11 – July 11</p>	<p>Funded by grant from The Holly Lane Foundation, shredding initiative began at RitC with expectation that MEC would manage process and eventually GCSS would take ownership of the program and bring it in-house. The outputs included documentation and distribution of the expectations for the shredding initiative, training and coaching all assigned MEC staff and having RITC taking a</p>

April 26, 2012

		more proactive role in advancing the shredding initiative.
	<p>Formal Training Aug 11 – Dec 11</p>	<p>Sought additional grant funds to expand shredding initiative into an active pre-employment training program. RitC realized GCSS was not in position to assume responsibility for the program for the foreseeable future. The outputs included conceptual agreement between RitC and GCSS regarding operating logistics and allocation of funds should the SAP grant request be fully awarded and decision to start next shredding initiative on January 30, 2012.</p>
	<p>First Customer Nov 11 - Feb 12</p>	<p>RitC began discussions with first “real” shredding customer and realized while it would be a collaborative effort with GCSS, RitC would need to continue to drive the initiative. RitC started to explore collaboration with additional daycare provider. The outputs included presentation of proposal to first “real” shredding customer, two other avenues for further exploration (NISH and a possible operating partner) and realization of need to continue collaboration with GCSS and develop a relationship with CCC.</p>
	<p>New Initiative Dec 12 – Feb 12</p>	<p>RitC began reviewing a complementary service innovation initiative to provide meaningful work opportunities to its clients: setting up two vending machines for the clients to service and manage. The outputs included exploratory discussions with CCC client parents that were RitC board members.</p>
Outcomes	<p>Overall, the RitC’s shredding initiative was successful in providing meaningful work opportunities for those that are severely developmentally disabled. However, although promising plans and options were established, the initiative fell short on making the program sustainable.</p>	

6.1 Antecedent Conditions

There were three pivotal events leading up to this research initiative with RitC. These events laid the foundation for RitC's approach to develop a sustainable model for providing meaningful work opportunities. The events occurred between January 2010 and October 2010.

First, working with my employer, The Medibase Group (Medibase) and my son's day program (MEC), a project was developed whereby Medibase donated office space and shredding machines and paid a team from MEC to shred a year's worth of sensitive documents. The MEC team was comprised of six severely developmentally disabled adults and one-to-two supervisors. Each day, the team worked at Medibase to remove staples, shred, empty and care for the shredding machines and clean-up and vacuum the debris. Throughout the work day, they would interact and have their lunch break with the Medibase staff and other building tenants. The project took 409 hours to complete over a span of four months. The project provided valuable first-hand experience on how severely developmentally disabled adults can work and make a contribution and thrive in a business setting with appropriate supervision and care. Further, the project highlighted the importance of "doing real work" rather than "doing busy work" or arts and crafts at the day program. Recognizing the importance of the contribution made, RitC awarded Medibase its 2010 Employer of the Year honor.

Second, over a seven month period I engaged with a GSU research team and RitC in an action research project focused on how competing values can inform development of voluntary organizations and on how RitC could re-develop its identity, organization, management practices, and ability to plan for the future. The resulting recommendations centered on

April 26, 2012

suspending plans for a “one-stop” center, instead adopting a flexible strategy focused on improving core services, upgrading office facilities, reorganizing the board, fundraising, developing a service profile, and creating a three-year plan, which split management responsibility for innovation and operations and was adopted by the board in July 2010 (Crim, et al., 2011). By August, 2010, RitC was moving forward to innovate its services and the action research project reported here became part of those efforts.

Finally, starting at RitC’s 2010 awards banquet, RitC and I began funding discussions with the Executive Director of The Holly Lane Foundation (THLF). THLF distributes funds to non-profits that focus on serving individuals with neuromuscular and severe developmental disabilities as well as acquired or traumatic brain injuries. In October 2010, THLF awarded RitC \$5,500 to cover investment in shredding equipment and labor cost for the severely developmentally disabled clients involved in the initial effort. It was agreed that the definition of success for the initiative had two parts: first, giving clients with severe developmental disabilities meaningful work opportunity and second, building momentum in the community to sustain an ongoing shredding initiative at RitC. Correspondingly, the measure of success had two emphases: first, the happiness each client displays as a result of working and earning a paycheck and second, securing future opportunities.

6.2 Process Account

There were three goals for service innovation in my research: first, establishing a shredding initiative at RitC to provide meaningful work opportunities for the severely developmentally disabled clients at MEC (planning activities for the shredding initiative began in

April 26, 2012

January 2011 and evolved over the next fourteen months); second, laying the foundation for developing a sustainable business model for the shredding initiative between RitC and its partner-GCSS; third, maintaining momentum with the RitC board, increase RitC's service offering, and third, continue progressing towards the development of 3-year strategic plan as recommended in the previous research involving RitC (Crim, et al., 2011).

6.2.1 Initiation

Initiation for the shredding initiative which was funded by the grant from THLF began in January 2011 and continued through February 2011. The activities undertaken included analyzing lessons learned from the initial shredding project with Medibase, developing agreement with RitC and aligning the problem solving and research cycles.

When assessing the shredding project with Medibase, the primary stakeholders concluded it was most successful and two primary lessons were learned. The first lesson learned was that regardless of ability, the clients enjoy working and being rewarded for their efforts; *“our individuals want to work and get paid just like normal human beings. They distinguish work from the day program and from going out in the community”* (Program Manager, MEC, January 26, 2011). The pride of working was also echoed by one of the parents involved: *“My son totally loved it - it was motivation for him. He likes accomplishing goals and being recognized for that. And part of the recognition was getting the paycheck he could cash. We spent the money wisely on things he needed and then a treat for him. He thoroughly enjoyed it and it kept him busy during the day. He would tell me about interactions that he had during the day there. He was so enthused about how much he could do and getting the shredding done. So I felt like that was*

April 26, 2012

such a reward for him, made him feel good about what he was doing” (Parent, February 10, 2011). The second lesson learned centered on the tepid reception the project received from GCSS’s leadership; the shredding initiative was not a priority for GCSS. While MEC had their hearts in it, the shredding initiative was competing for scarce resources within MEC and they did not have the autonomy to make necessary decisions.

As a result of the lessons learned from the Medibase shredding initiative, three decisions were interjected into the process in January 2011. First, RitC would serve as an incubator for the shredding program but ultimately GCSS would need to take ownership of it and incorporate it into their day program. Second, the program needed to be parent driven. And third, it would help the stakeholders visualize a successful model by visiting United Cerebral Palsy of Greater Birmingham (UCPB). As the Executive Director stated *“I think what we have done over the years is start projects and send them off. I think this is another one we can start off and spin it off to them (GCSS)”* (RitC, January 20, 2011). A trip for representatives from GCSS, MEC and RitC to visit UCPB was arranged for February 16, 2011.

6.2.2 Emulation Strategy

UCPB provides quality programs and services for over 3,600 infants, children and adults with disabilities in Birmingham, Alabama and the surrounding ten counties. One such program, Gone For Good Secure Document Destruction, is a business venture administered to help fund the organization and its programs while providing job opportunities for people with severe disabilities. On February 16, 2011 the stakeholders undertook a pivotal trip to UCPB which resulted in quest to lay foundation to emulate UCPB’s program at RitC.

April 26, 2012

As a result of the visit and subsequent verbal and email exchanges, the stakeholders were given a thorough overview of steps UCPB had taken to develop, operate and expand their shredding program. Their self-sufficient and profitable program began in October, 2006 and provides meaningful work opportunities for 90 adults with complex physical and cognitive disabilities. According to UCPB's Chief Operating Officer, their document destruction operation was staffed in the following manner: *“adults with disabilities are responsible for a variety of tasks including sorting paper based on color, feeding paper into the shredder, bailing product, material handling activities and working on trucks deployed to pick up paper from customers. In addition, eight non-disabled, full-time staff are dedicated to the business operations – sales, administration, operations and production. Additionally, six program support staff members are utilized to provide support and services to individuals with disabilities while work is being performed. These staff members make physical adaptations or accommodations when needed and ensure that individualized support goals are being addressed”* (UPCB, August 29, 2011). UCPB have contracts through National Industries for the Severely Handicapped (NISH) and competitive bidding in the marketplace, are AAA certified (highest level of professional certification possible) from the National Association for Information Destruction (NAID) and members of Secure Document Alliance (SDA).

Following the site visit to UCPB, two decisions were interjected into the process. First, while the size and maturity of UCPB and the regulatory nature of the State of Alabama were different from RitC's environment, RitC felt they could emulate UCPB's model in Cobb County. As a result, the stakeholders began a discovery process to replicate UCPB's start-up efforts.

Initially, organizations and membership requirements were identified to aid RitC's efforts to develop meaningful work opportunities for the developmentally disabled; i.e., NISH based in Vienna, VA and SDA based in Salt Lake City, UT. Simultaneously, the necessary professional affiliations and certifications for the shredding industry were identified; i.e., NAID based in Phoenix, AZ. Next, the stakeholders evaluated what other related non-profit agencies in the community, who are NISH members and have NISH contracts, were doing to provide meaningful work opportunities; i.e. Bobby Dodd Institute, Inc. (Bobby Dodd) in Atlanta, GA, Tommy Nobis Enterprises, Inc. (Tommy Nobis) in Marietta, GA, and Burnt Mountain Center in Jasper, GA. In addition, the stakeholders assessed the competitive landscape for shredding operations in RitC's service area; i.e., mobile shredding services such as Shred-It based in Tucker, GA and AAA Security Shredding located in Woodstock, GA and plant-based shredding services such as Austin Task, Inc. headquartered in Austin, TX with a local office in Atlanta, GA. Throughout the discovery process, RitC nurtured and capitalized on a mentoring relationship with UCPB and gleaned further lessons from their Gone For Good Document Destruction program.

The second decision was introduced when these analyses led RitC to conclude it would not be able to replicate the model adopted by UCPB. RitC reached this conclusion based on Georgia's funding restrictions and the realization that SDA had awarded exclusive rights to all their contracts in Georgia to Austin Task, Inc. RitC decided to submit an application for affiliation with NISH in March, 2011 which was approved, not move forward with membership in SDA and pursue contracts in the general marketplace.

6.2.3 Evolution Strategy

Planning activities for the shredding initiative that was funded by the grant from THLF began in March 2011 with expectation that MEC would manage the process and eventually GCSS would take ownership of the program and bring it in-house. Once the equipment and necessary supplies were purchased and the logistics determined, shredding began on May 1, 2011 and continued through December 2, 2011. The initiative involved twelve developmentally disabled adults from GCSS's two day programs (Art and Food and MEC) and took place at RitC. The twelve adults were divided into two teams; one team shred Monday-Wednesday-Friday and one team shred Tuesday-Thursday.

The tasks required to complete the shredding initiative fell into three categories; pre-event, event and post-event. Pre-event activities centered on what it took to get the clients to the work site; principally arriving at MEC on time and suitably groomed and dressed, being transported to the work site and walking through the office complex to RitC. Event activities included disassembling file folders, removing staples and clips, emptying and maintaining the shredders, and cleaning up the work location and vacuuming the debris at the end of the day. Post-events included getting paid, recycling the shredding output at SP Recycling Corporation's Marietta plant, picking up additional paper stock to be shredded from either RitC's storage location or elsewhere in the community and returning to MEC.

Simultaneous with the above shredding efforts the stakeholders began developing a business plan for garnering institutional commitment to provide meaningful work opportunities for the severely developmentally disabled in Cobb County, Georgia. To build momentum, I

presented a conceptual overview of what we were trying to accomplish to the RitC and GCSS boards. On March 7, 2011 permission was granted from the GCSS board to actively participate in a collaborative effort with RitC to develop a business plan for creating a sustainable business model that would provide meaningful employment for the GCSS day program clients. On March 14, 2011 RitC's board was given an overview of the UCPB trip results, shredding efforts underway, and efforts to collaboratively develop a business plan with GCSS. GCSS tapped into the expertise of a board member and its CFO to assist with the development of the business plan. With UCPB's business plan as a starting point, the stakeholders began assessing *"How do we want to get this off the ground? Do we have a corporate structure? Are we going to set up a separate organization?"* (Chief Financial Officer, GCSS, June 1, 2012). The stakeholders concluded that *"this was a scalable business and we can start off slower (than UCPB) with less liability"* (Chief Financial Officer, GCSS, June 1, 2012) and *"developing a marketing plan to see if it will hold water, is probably our first step"* (Executive Director, RitC, June 1, 2011).

Three primary obstacles quickly became apparent. First, there was a lack of awareness and training for MEC staff. There was little continuity of MEC staff between the shredding initiative at Medibase and the one at RitC which contributed to the problem. As noted by RitC's Executive Director *"the staff didn't seem to know much about what to do. She did not know how to shred or how to motivate the clients to shred"* (May 3, 2011) and *"I had a serious staff meeting this morning with the Tuesday-Thursday crowd. I told them all about the shredding program and our goals and expectations. The MEC staff member was stunned. She had no idea of any of that. She was told "take the clients to RitC". I stressed to her that this was a teaching*

assignment for her and she should not be doing the work but training the clients” (May 10, 2011).

Second, the care providers at GCSS were not aware of the work opportunity and did not understand the need for the clients to be presentable for a work environment. We found when we started that we had to alert the group homes that the clients need to be clean, suitably dressed, and arrive at MEC on time in order to get to the worksite.

Third, GCSS’s leadership was very concerned with the process for determining, managing and paying sub-minimum wages to the clients and the assigned GCSS board member did not readily connect with what the other stakeholders were trying to accomplish. Rather than helping move the initiative forward within GCSS and RitC, the GCSS board member broached the shredding concept with another local non-profit organization (Bobby Dodd Institute, Atlanta, GA) and *“set a target for within a year to have 100 people - the ones that can’t get out in the community - employed with a viable business”* (Board Member, GCSS, June 1, 2011). While conceptually this goal would help the community at large, it did nothing to help RitC and GCSS develop meaningful work opportunities for the severely disabled adults from the two day programs offered by GCSS.

To address these obstacles, three interventions were introduced into the process. First, the stakeholders documented their expectations for the shredding initiative and MEC distributed the document to the caregivers of the participating clients (refer to Appendix III). Second, RitC began informally training and coaching all of the assigned MEC staff to convey that the focus of

the shredding initiative was to train the clients to do the actual work and teach them methods that would make them successful in the job world. Third, RitC began taking a more proactive role in advancing the shredding initiative based on doubts of GCSS's commitment to the project.

6.2.4 Formal Training

Through December 2, 2011, the severely developmentally disabled adults worked 2,091 hours and generated 4,140 pounds of high quality shredding output which was sold to a local recycler. RitC sought additional grant funds to expand the shredding initiative into an active pre-employment training program. The clients continued to expand their knowledge of the shredding function despite periodic dysfunctional support from GCSS; *“Well I think that most importantly, the value that I saw was that the clients really, really loved what they were doing. They were focused every morning, and just happy as all can be. I think that most of them did improve at what they were doing. At first we thought “well they will just put that piece of paper in the shredder and that is it. That is going to be their job.” But they started doing some other things; sorting, and removing staples, and did that successfully. What didn't work, I think the major problem was it lacked organization from GCSS. And all of their changes in staff, that was really tough, I think it was really tough for the guys too”* (Manager, RitC, December 20, 2011). Accordingly, RitC realized GCSS was not in position to assume responsibility for the program for the foreseeable future.

As the shredding at RitC continued, one of the parent stakeholders surfaced a grant opportunity through her employer, SAP. Initially surfaced in April, 2011, SAP America accepted grant applications between September 1, 2011 and October 31, 2011 and expected to award their

April 26, 2012

grants by December 31, 2011. A review of the grant requirements revealed that RitC was a good fit; initiated by SAP (a parent stakeholder), requested by tax exempt organizations (RitC) and striving to improve economic self-sufficiency by providing a “job training program that promotes self-sufficiency for the underserved and disability community” (the shredding program).

Throughout October 2011, I worked with RitC and the parent to complete the SAP grant application. While RitC completed the background component and provided the requested document, I completed the project specifics. In strategizing about the grant opportunity, the stakeholders concluded the ultimate goal would be having a self-sustaining operation within GCSS providing meaningful work opportunities for the clients at MEC. However, incremental steps would need to be taken to achieve this goal. Obtaining a grant would keep momentum building and serve as a bridge until the initiative was absorbed by GCSS and paying shredding clients were obtained. The grant application requested carrying current operation forward for next twelve months. An application requesting \$18,500 was submitted by RitC on October 31, 2011 and on December 27, 2011 SAP awarded RitC \$5,000. In a January 3, 2012 email exchange with the parent stakeholder, SAP’s grant administrator, indicated “*we will invite them (RitC) to re-apply next fall 2012*”.

With the grant funds from THLF exhausted, the shredding initiative at RitC wrapped up and each stakeholder reached a different conclusion on the project’s outcome. By wrapping up the shredding initiative on December 2, 2011, the clients were able to devote more energy towards their many holiday activities. However, the clients were expecting to resume shredding

the first part of 2012; as stated by one of the parents *“He knows it is over, but he is expecting it to start back after the first of the year. Because he knew before there was one and they were off for a while, and then they came back and did it again. So he is expecting to go back.”* (Parent, December 28, 2011). Parents expressed interest in keeping the program going; *“I don't want to see this stop”* (Parent, December 28, 2011) and *“I don't want the shredding to stop either. Because you can't expose them to it and walk away”* (Parent, December 28, 2011). RitC expressed concern about the degree of GCSS's commitment; *“The weakest link in the entire program is GCSS. I have a lot of questions or concerns about the GCSS commitment and whether they are going to do it”* (Executive Director, RitC, December 20, 2011). The MEC staff were optimistic; *“We just all have to make a commitment. We know the shredding project is meaningful to our individuals. We see that. So there is no doubt in my mind or in anybody's mind that this is not making a difference in our individuals. It's doing a lot more than what our day programs can do.”* (Program Manager, MEC, December 28, 2011). Finally, GCSS expressed interested in moving forward but needed to make sure they had the necessary foundation in place; *“I think it is a very good idea. The problem is we were not willing to have any new activities at our day programs without the strategies and training necessary so that they can actually put together a project and then manage it. I think there is a lot of regulation around this process, that, RitC is a little fearless about, because they are structured in a different way. RitC isn't big enough to become a target. But our organization is big enough to become a target if you don't do it according to the exact regulations that we have to. And because of that, we are a little leery about jumping into this. We, my staff jumped into it prematurely the last time. And I*

became very incensed because of the risk that we were put under. It is just a matter of when - which is not as quickly as I think you probably would have liked us to. We are definitely in” (Chief Executive Officer, GCSS, February 1, 2012).

During this period three primary interventions were interjected into the process. First, recognizing that the eventual transition from RitC to GCSS would likely take longer than initially anticipated, the need existed to develop a compromise that would address the weak link of each participating stakeholder; GCSS was concerned about the ability to appropriately manage and pay clients sub-minimum wages while RitC was concerned about having the shredding operation housed within their facility. Consequently, in preparing the SAP grant request submitted on October 31, 2011, I brokered and got agreement between GCSS and RitC that the SAP grant funds would allocate with 60% going to clients and 40% (less any equipment or supplies needed) split equally between GCSS and RitC. It was agreed that GCSS would renew and manage the sub-minimum wage certificate, but RitC would actually pay the clients and GCSS would provide facilities for subsequent shredding initiative. Second, with the award of \$5,000 as opposed to the requested \$18,500 from SAP, RitC realized they would have to proactively handle the next shredding project and obtain paying clients. Finally, the third intervention was the decision to start the next shredding initiative at RitC on January 30, 2012 with a rotation of twelve clients taking turns shredding every Monday, Wednesday and Friday.

6.2.5 First Customer

Up until this point, the solicitation of material to be shredded was an effort to make sure there was enough work for the clients. Since the expenses of the initiative were covered by the

April 26, 2012

THLF grant, there was no charge for shredding. However, with the exhaustion of the THLF grant funds drawing near and the decision on the SAP grant not expected until the end of December, stakeholders began seeking possible paying customers.

The first prospective customer was an international company devoted to patient-oriented renal therapy. With over 2,700 kidney dialysis clinics in North America, Europe, Latin America, Asia-Pacific and Africa, this prospective customer had 70 facilities within Georgia. Within 25 miles of MEC, this customer had their East Division offices and 21 facilities. This opportunity came about because one of the current shredding clients had a family member working for this international company. The stakeholders were able to craft a proposal knowing exactly what services they were receiving from their current vendor (Shred-it) and how much they were paying for monthly service. Consequently, the stakeholders (consisting of one parent, RitC Executive Director and myself) developed a proposal for providing on-going shredding support for the East Division office and 21 surrounding facilities. Projecting to be at full capacity in six months, the proposed phased-in approach started with the 25 bins at the East Division office, expanded to include seven facilities with one-to-three bins each within ten miles of MEC, and, finally concluded with fourteen additional facilities with one-to-three bins each within 25 miles of MEC.

The up-front costs for 25 secure locked consoles, 25 nylon bags and 2 locking transport carts were estimated to be \$6,932. In order to minimize the up-front costs, UCPB agreed to allow RitC to purchase the necessary items through their contracts at a significant discount. As stated by UCPB's Chief Operating Officer *"Of course we would be more than happy to place*

April 26, 2012

the order on your behalf if we can get better pricing. It would only make sense to do that” (December 15, 2011). The stakeholders felt the up-front costs would be covered either by the SAP grant or RitC, with RitC being reimbursed from the proceeds of the project. As one stakeholder stated *“If we get the SAP grant, that would give us a good operating base and then we could start making money to expand”* (Parent, November 3, 2011).

On February 17, 2012 another parent and myself presented the proposal to the prospective customer and emphasized three primary benefits; offering to reduce operating costs by \$67 per month, having sensitive documents shredded by caring team in secured manner, and, helping the developmentally disabled perform meaningful work. At the conclusion of the presentation, the prospective customer stated they needed to research the viability of peeling away facilities from their national contract with Shred-it and would explore whether they could use RitC for shredding the documents at a new facility they were opening in Kennesaw, GA in March 2012.

The second prospective opportunity involved Tommy Nobis; trying to take advantage of possible NISH contracts that they declined. RitC and Tommy Nobis have a collegial relationship and have collaborated on several initiatives through the years. RitC’s Executive Director and I met with two executives from Tommy Nobis on March 5, 2012. After providing background on RitC’s shredding initiative, Tommy Nobis put RitC in touch with a possible operating partner and an NISH contact they found to be particularly helpful.

The third opportunity involved Comfort Community Center (CCC) of Marietta, GA, a competitor to GCSS for adult day services in Cobb County for the developmentally disabled. CCC started in 2009 and has steadily drawn clients away from GCSS. Four of RitC's board members receive services from CCC, three of which were former GCSS clients. With the advent of other service providers, RitC wanted to service the entire spectrum of providers and not have the appearance of being aligned solely with GCSS. Consequently, RitC began thinking about ways in which it could extend its reach with its service offering to other providers. One such opportunity was the shredding initiative; *"maybe GCSS comes Monday, Wednesday, Friday, and CCC comes Tuesday and Thursday"* (Executive Director, RitC, December 20, 2012).

Three interventions were injected during this period. First, although RitC would continue to be a collaborative effort with GCSS, RitC would need to proactively and aggressively drive the shredding initiative. Second, RitC would explore further shredding avenues with a possible operating partner (someone other than GCSS) and NISH. Third, RitC wanted to identify meaningful work opportunities that would directly involve the clients at CCC.

6.2.6 New Initiative

As the shredding initiative continued to evolve, RitC began exploring other complementary service avenues. With the donation of two vending machines (one for drinks and one for snacks), RitC began exploring the viability of having its clients stock and manage the vending machines. Hence, the final intervention introduced during the problem cycle was RitC's decision to broach the topic of having CCC's clients stock and manage a vending machine operation with four of RitC's board members currently receiving services from CCC and with CCC's Administrator.

6.3 Outcomes

Over the course of fourteen months several interventions were introduced as RitC endeavored to innovate its service offering by providing meaningful work opportunities for the severely developmentally disabled in Cobb County. Six primary outcomes resulted from the problem solving cycle. First, RitC's shredding initiative was successful in providing meaningful work opportunities for those that are severely developmentally disabled. Second, RitC would serve as an incubator for the shredding program but ultimately GCSS would need to take ownership of it and incorporate it into their day program. The incubation period would take longer than expected and RitC needed to proactively take the lead to expand the initiative by becoming a member of NISH, determining and paying clients sub-minimum wages, seeking grant opportunities, paying customers and possible operating partners (someone other than GCSS) and helping the program become more parent-driven. Third, although the model could not be replicated in Georgia, UCPB would provide on-going support and mentorship to RitC and

serve as an operating model for RitC to consider as the shredding initiative evolved. Fourth, the focus of the shredding initiative was to train the clients to do the actual work and teach them methods that would make them successful in the job world. Fifth, not wanting to be GCSS-centric, RitC wanted to identify meaningful work opportunities that would directly involve the clients at CCC and began exploring the viability of having CCC’s clients stock and manage a vending machine operation. Sixth, although promising plans and options were established, the initiative fell short on making the shredding program sustainable.

6.4 Research Cycle Interactions

In parallel with the problem-solving cycle (as outlined in Figure 5.2), the research cycle sought to adapt and extend the CVF framework for understanding service innovation in a voluntary organization. Table 6.2 below summarizes the timing of when I adapted and extended CVF over the course of my fourteen-month research project. In summary, the research framework started with the original CVF dimensions plus the additional dimension of motivational trait, expanded further to include the second additional dimension of strategy formation, and concluded with the realization that the dimensions of organizational focus, strategy formation and motivational trait more readily explained service innovation at RitC.

Table 6.2 Timing of CVF Framework Adaption and Extension

<p><i>Antecedent conditions</i></p>	<p>From the outset, I elected to adapt CVF to understand service innovation in a voluntary organization and extend CVF to include the additional dimension of motivational trait as the prior researchers involved with RitC had done (Crim, et al., 2011).</p>
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<p>Process</p>	<p>Since the research was focusing on service innovation, I elected to introduce the additional dimension of strategy formation. Hence, all actions undertaken and data gathered from each phase were informed by and assessed from the perspective of the original three CVF dimensions of organizational focus (external vs. internal), structural preference (control vs. flexibility) and managerial concern (means vs. ends) and the additional dimensions of strategy formation (deliberate vs. emergent) and motivational trait (head vs. heart).</p>
<p>Outcomes</p>	<p>Although discussed in more detail in Chapter 7, the retrospective analysis of the data gathered and coded throughout the fourteen-month research cycle revealed the dimensions of organizational focus, strategy formation and motivational trait more readily explained service innovation at RitC.</p>

7 Results

In this chapter, I discuss the overall results of the data analysis using all five dimensions and how some of the dimensions were partly overlapping and some spoke more directly to service innovation at RitC than others. I then discuss the specific results pertaining to organizational focus, strategy formation and motivational trait as it applied to RitC's efforts to innovate its service offering by providing meaningful work opportunities to the severely developmentally disabled.

7.1 Analysis Overview

As stated in Chapter 5, all data was coded using the original three CVF dimensions of organizational focus (demonstrated by external and internal), structural preference (demonstrated by control versus flexibility) and managerial concerns (demonstrated by means and ends) plus two additional dimensions of strategy formulation (demonstrated by deliberate versus emergent)

and motivational trait (demonstrated by head versus heart). In analyzing the data, it became apparent that some of the dimensions were partly overlapping and some spoke more directly to service innovation at RitC than others.

As represented in Figure 7.1, the dimensions of organizational focus, strategy formation and motivational trait were most readily evidenced in the data from service innovation at RitC. Organizational focus and strategy formation closely tied with RitC's desire to provide more innovative services for the developmentally disabled in Cobb County while the dimension of motivational trait directly tied to RitC's mission and to the behavioral patterns of the involved individuals and organizations. In coding the data, there also appeared to be some overlap between structural preference and strategy formation; and since the emphasis was on innovation, the structural preference dimension was less evident in the coding compared to strategy formation. During the innovations efforts at RitC, the strategy needed to develop before aspects of control (high structure, predictability and stability) versus flexibility (low structure, innovation and adaptability) came more clearly into play. As a voluntary organization, the managerial concern dimension was secondary to motivational trait. Also, tensions between head and heart were much stronger evidenced in the coding than the emphasis on means (processes, planning and goal setting) versus ends (outcomes, deliverables and productivity). This is further evident in Figure 7.2 which depicts the more detailed coding results of competing values.

Figure 7.1 RitC Service Innovation Coding Results – Dimensions

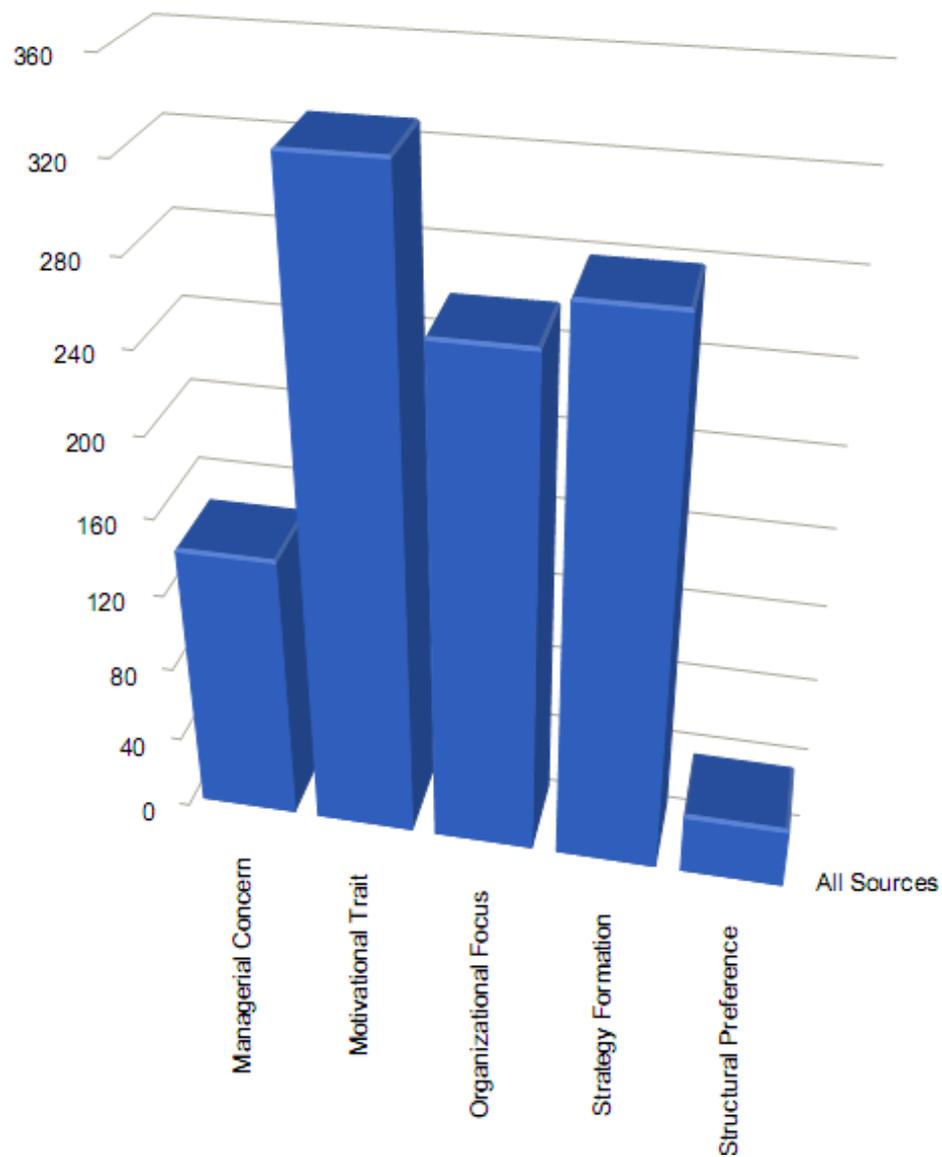
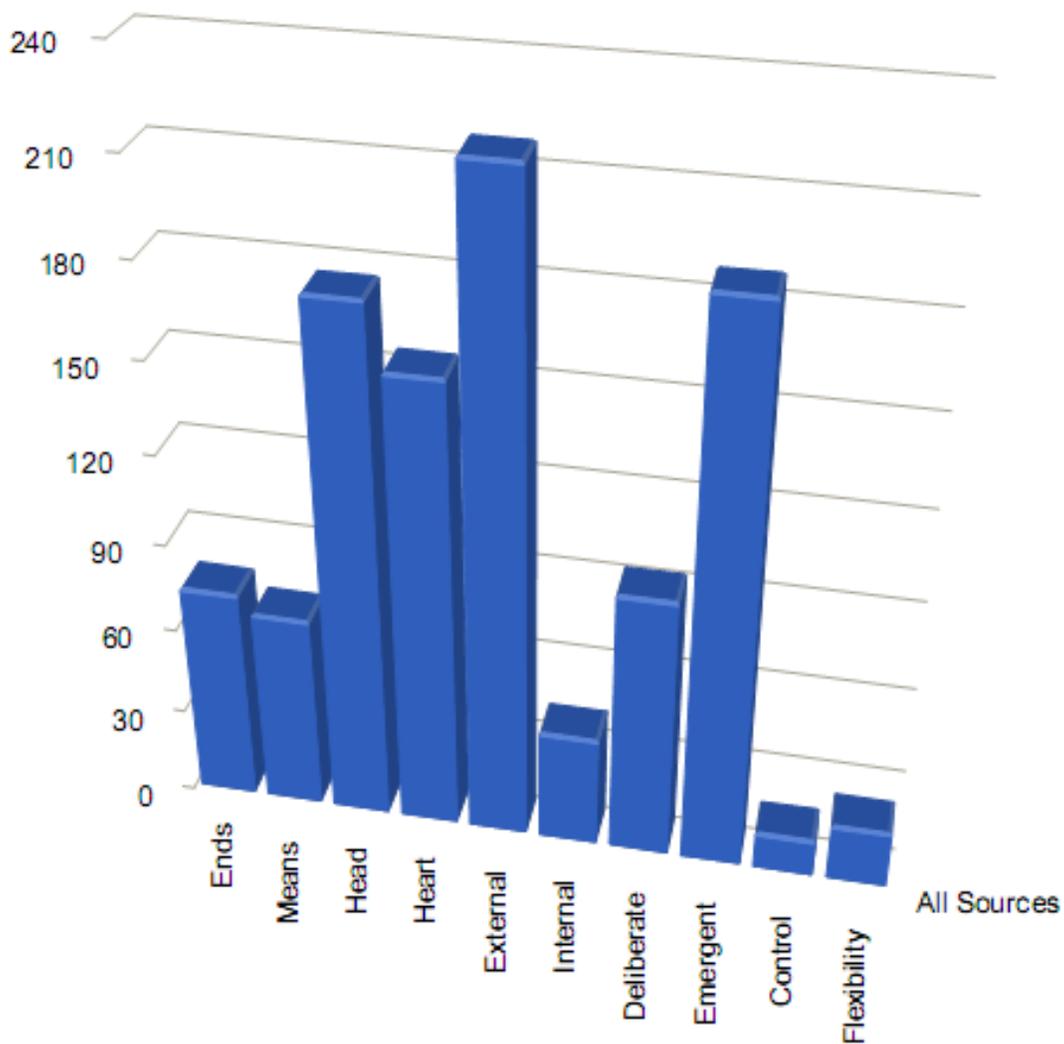


Figure 7.2 RitC Service Innovation Coding Results – Competing Values



In the analyses that follow, I will therefore present how the dimensions of organizational focus, strategy formation and motivational trait can help explain how RitC addressed the wicked problem of incorporating the developmentally disabled into the workforce. Defined by Rittel and Webber, wicked problems are “*poorly formulated, confusing, and permeated with conflicting*

values of many decisions makers or other stakeholders” (Pries-Heje & Baskerville, 2008, p. 731). Based on this definition, all societal problems and nearly all public policy issues are wicked problems in that they are never solved, merely re-solved repetitively. However, to RitC and the parents of developmentally disabled children, the concept of “never solved” is foreign and devoid of hope. It is for this reason, that I constrained my solution space to creating meaningful work opportunities for the severely developmentally disabled through a collaborative effort with GCSS rather than also seeking possible political, social or welfare solutions. While it is important to point out, that the emerging solutions at RitC reported here will only represent minor contributions to the underlying wicked problem, contributions were, indeed, made that stakeholders involved in this particular context highly appreciated. Moreover, the lessons learned from RitC may contribute to our understanding of the larger problems involved.

Although diverse in their knowledge and experiences, my research stakeholders had a shared capacity for focusing on the wicked problem of incorporating the severely developmentally disabled in the workforce. Rather than accepting the notion that the wicked problem of incorporating the developmentally disabled in the workforce will “never be solved”, RitC engaged in encounters and episodes in a collaborative manner with GCSS that were both desirable and culturally feasible (Checkland, 1985, p. 822) for creating meaningful work opportunities for the severely developmentally disabled. Each desirable and feasible change introduced over the past fourteen months was debated by RitC and GCSS and the resulting process sometimes challenged the trajectory for the shredding initiative.

7.2 Organizational Focus

External and internal perspectives are the competing values associated with organizational focus. Quinn and Rohrbaugh define an external organizational focus as having a macro emphasis on the functioning and development of the organization as part of the larger environment and an internal organizational focus as having a micro emphasis on the functioning and development of people and their activities within the organization. With their dependency on the external environment for volunteer resources and financial donations and collaboration with other agencies in order to accomplish its mission, RitC has a history of being externally focused and this was also evident in the coding (Figure 7.2). Prior to the shredding initiative, RitC's internal focus primarily dealt with its active 24-member board and its respite and group home services.

In order to survive and align its external and internal organizational focus to accomplish its mission, RitC has added, dropped or modified services. Meyers contends that this simultaneous focus on both internal and external organization factors creates tension and a complex environment. This was certainly the case at RitC; *"It is tough balancing state regulations, Department of Labor regulations, MEC goals, parental needs, and making a program"* (Executive Director, RitC, January 20, 2011). Table 7.1 summarizes RitC's external and internal organizational focus while striving to create meaningful work opportunities for the severely developmentally disabled over the fourteen month research period.

As RitC discovered, it is in such complex environments where external dynamics are viewed as opportunities rather than as threats that innovation typically occurs. Through the

April 26, 2012

shredding initiative, RitC saw an opportunity to create meaningful work for the severely developmentally disabled. In order to make the shredding initiative a sustainable program with networks of support and influence at the local level, RitC concluded early on that it needed the on-going collaboration of GCSS. However, involving GCSS emphasized the wicked nature of the problem from an organizational focus point of view.

Table 7.1 RitC – Organizational Focus

Phase	Competing Values - Organizational Focus
Antecedent Jan 2010 – Oct 2010	External: <ul style="list-style-type: none"> • Wanting to build momentum in community to sustain an ongoing shredding initiative • Wanting to give clients with severe developmental disabilities meaningful work opportunity
	Internal: <ul style="list-style-type: none"> • Wanting to re-develop its identity, organization, management practices and ability to plan for the future
Initiation Jan 11 – Feb 11	External: <ul style="list-style-type: none"> • Realizing the shredding initiative needed to be done in conjunction with GCSS since they had the clients • Understanding that ultimately GCSS would need to take ownership of the shredding initiative and incorporate it into their day program
	Internal: <ul style="list-style-type: none"> • Understanding processes and lessons learned from Medibase shredding initiative • Being the incubator for the shredding program

Phase	Competing Values - Organizational Focus
<p>Emulation Strategy</p> <p>Feb 11 – July 11</p>	<p>External:</p> <ul style="list-style-type: none"> • Exploring membership with NISH, NAID and SDA • Evaluating what similar non-profits agencies (i.e., Bobby Dodd, Tommy Nobis, and Burnt Mountain Center) are doing to provide meaningful work opportunities • Assessing competitive landscape for shredding operations in RitC’s service area • Submitting NISH application <hr/> <p>Internal:</p> <ul style="list-style-type: none"> • Realizing funding restrictions and competitive landscape prevented replication of UCPB’s business model
<p>Evolution Strategy</p> <p>May 11 – July 11</p>	<p>External:</p> <ul style="list-style-type: none"> • Working with GCSS to formulate a business plan • Defining and communicating expectations to clients, staff and service providers • Training and coaching all assigned MEC staff <hr/> <p>Internal:</p> <ul style="list-style-type: none"> • Initiating new shredding initiative
<p>Formal Training</p> <p>Aug 11 – Dec 11</p>	<p>External:</p> <ul style="list-style-type: none"> • Seeking a \$18,500 grant from SAP • Receiving a \$5,000 grant from SAP <hr/> <p>Internal:</p> <ul style="list-style-type: none"> • Managing on-going shredding operations • Planning next phase and adjusting plans in light of funding level • Realizing transition to GCSS will take longer than anticipated • Needing to secure paying customers

Phase	Competing Values - Organizational Focus
First Customer Nov 11 - Feb 12	External: <ul style="list-style-type: none"> Working with UCPB to obtain needed equipment Exploring other shredding opportunities with Tommy Nobis
	Internal: <ul style="list-style-type: none"> Developing ramp up strategy that would minimize risk and up-front costs
New Initiative Dec 12 – Feb 12	External: <ul style="list-style-type: none"> Obtaining two vending machines Exploring viability of having CCC’s clients manage and stock vending machines
	Internal: <ul style="list-style-type: none"> Wanting to make sure RitC’s Board members affiliated with CCC are not disenfranchised

From the outset RitC was comfortable in their role as an incubator and felt that ultimately GCSS needed to own the shredding initiative; *“It needs to become their program. They need to take ownership of it and they need to replicate it within their agency so that they can offer it as a program”* (Executive Director, RitC, January 20, 2011). Further, RitC saw the shredding initiative as an opportunity for GCSS to offer its clients a meaningful and rewarding alternative to arts and crafts activities and community outings MEC currently provides; *“I can visualize this happening. “They are doing shredding at MEC! And they have got jobs for the clients! And they are getting paid for working! I think I may put my child in MEC”* (Executive Director, RitC, January 20, 2011).

While RitC was more externally focused, GCSS was more internally focused. GCSS expressed interest in the shredding initiative (*“an opportunity for the clients to learn skills so they could move forward”*) (Program Manager, MEC, December 28, 2011) but was not as nimble and proactive as RitC when it came to execution. According to the Chief Executive Officer, *“We are not disinterested; it is on our strategy to implement something like this. I just don’t have the staffing and management to put it in place and effectively manage it”* (GCSS, February 1, 2012).

Consequently, with the objective of training clients to do actual work so they could be successful in the job world, RitC’s organizational focus was filtered by what was desirable and culturally feasible. Initially thought to be a one-time project which would be quickly transitioned to GCSS, RitC compensated for GCSS’s tepid response and adjusted its focus throughout the fourteen month process to be more proactive. With the realization that the incubation period would be longer than anticipated, RitC took the lead role in defining and operationalizing the shredding initiative; RitC became a member of NISH and sought grant opportunities, paying customers and possible operating partners (someone other than GCSS). Thus, it was the combination of internal and external focus and changes over time in of RitC’s organizational focus that ultimately determined the look and feel of the shredding initiative, who would participate, and on what basis and how the grant funds should be spent (Buenger, et al., 1996; D. C. Wilson & Butler, 1986). Hence, the competing values of internal and external focus illuminated RitC’s challenges and efforts to create organizational synergy as it innovated its service offering and provided meaningful work opportunities to the severely developmentally disabled.

7.3 Strategy Formulation

In my research at RitC I focused on the specific steps RitC took to operationalize its strategy formation as opposed RitC's position and how it interacts with its environment. Defining strategy as "*a pattern in a stream of decisions*" (1978, p. 934), Mintzberg emphasizes the operationalizational aspects; that strategy is dynamic and that it evolves. Starting with an intended strategy and concluding with a realized strategy directly ties with the evolving and iterative process of innovation. According to Mintzberg, in individual collaborations with both McHugh and Waters, deliberate strategy realized occurs when the actions taken pattern exactly as planned in the intended strategy and emergent strategy realized occurs when the actions taken, despite intentions or in absence of intentions, have an unintended order and are sequential in nature without a viable pattern or consistency. This perspective on strategy formation was useful in understanding RitC's efforts to innovate its service offering by providing meaningful work opportunities to the severely developmentally disabled.

As evidenced in the coding, RitC's deliberate and emergent strategies were not mutually exclusive and were mixed and combined depending on the needs at the time. Orchestrating the stakeholder trip to UPCB was a key example of one of RitC's deliberate strategies; "*We are going to have to go to Birmingham*" (Executive Director, RitC, January 20, 2011) whereas expanding the shredding initiative to include scanning of key documents prior to shredding was an example of one of RitC's emergent strategies; "*I really would like to add a scanning component to this. I have one piece of paper in each file that I really want to scan into the computer and keep before it is shredded*" (Executive Director, RitC, January 20, 2011). While

RitC exhibited a blend of emergent and deliberate strategies, the coding supports that RitC mostly relied on emergent strategies as a complement to its external organizational focus (Figure 7.2). Both of these characteristics are evidence of an adaptable management approach well suited to the highly volatile environment of RitC. Table 7.2 summarizes RitC’s emergent and deliberate strategies undertaken while creating meaningful work opportunities for the severely developmentally disabled over the fourteen month research period.

Table 7.2 RitC – Strategy Formation

Dimensions	Competing Values - Strategy Formation
Antecedents Jan 2010 – Oct 2010	Deliberate: <ul style="list-style-type: none"> • Wanting to innovate service offering once plans for “one-stop” center was suspended • Seeking funds from THLF
	Emergent: <ul style="list-style-type: none"> • Identifying possible service offerings • Discussing logistics for RitC shredding initiative with stakeholders
Initiation Jan 11 – Feb 11	Deliberate: <ul style="list-style-type: none"> • Incorporating GCSS into shredding initiative • Orchestrating stakeholder site visit to UCPB
	Emergent: <ul style="list-style-type: none"> • Needing to proactively garner GCSS’s commitment to the shredding initiative
Emulation Strategy	Deliberate: <ul style="list-style-type: none"> • Affiliating with NISH • Forgoing opportunity to becoming member of SDA

Dimensions	Competing Values - Strategy Formation
Feb 11 – July 11	<p>Emergent:</p> <ul style="list-style-type: none"> • Recognizing funding restrictions and political landscape in Georgia negates congregation • Expanding shredding initiative to include scanning of key documents prior to shredding and taking shredded output to recycling center • Needing to proactively deal with GCSS's concern regarding paying client's sub-minimum wage
<p>Evolution Strategy</p>	<p>Deliberate:</p> <ul style="list-style-type: none"> • Collaborating with GCSS on development of business plan • Activating new shredding initiative
<p>May 11 – July 11</p>	<p>Emergent:</p> <ul style="list-style-type: none"> • Securing additional paper to be shredded and locating outlets which pay for the shredded paper • Realizing need for greater role in incubation process
<p>Formal Training</p>	<p>Deliberate:</p> <ul style="list-style-type: none"> • Expanding client's skills and proficiency • Seeking additional funding through SAP grant
<p>Aug 11 – Dec 11</p>	<p>Emergent:</p> <ul style="list-style-type: none"> • Assuming role of coach and mentor to MEC staff • Increasing parent involvement in operation • Altering strategy to accommodate smaller SAP grant award
<p>First Customer</p>	<p>Deliberate:</p> <ul style="list-style-type: none"> • Seeking possible paying customers • Wanting to provide meaningful work opportunities for CCC's clients
<p>Nov 11 - Feb 12</p>	<p>Emergent:</p> <ul style="list-style-type: none"> • Devising operational logistics for providing on-going shredding support to first paying customer • Taking proactive role in defining shredding operation on a go-forward

Dimensions	Competing Values - Strategy Formation
	basis
New Initiative Dec 12 – Feb 12	Deliberate: <ul style="list-style-type: none"> • Seeking support from four board members who are clients of CCC • Recognizing need to secure other revenue sources and buffering dependence on Medicaid waivers
	Emergent: <ul style="list-style-type: none"> • Perpetuating role as an incubator of service opportunities

As evidenced in the coding, RitC’s deliberate and emergent strategies were not mutually exclusive and were mixed and combined depending on the needs at the time. As RitC discovered, the efforts to emulate the shredding operation at UCPB where derailed by the wicked nature of funding restrictions and the political landscape in Georgia and SDA’s award of all contracts in Georgia to Austin Task, Inc. Unlike Alabama, Georgia currently funds activities which encourages independence as opposed to a sheltered workshop or congregation; *“The problem that we have in Georgia is that the State thinks that as long as you have two clients in the same room it is a congregation and they want everybody out independent”* (Executive Director, RitC, January 20, 2011). Consequently, RitC’s emergent and deliberate strategy innovations were adjusted by what was understood to be desirable and culturally feasible (Checkland, 1985) in three principle areas.

First, in collaboration with GCSS, RitC began developing a strategy which focused on *“teaching them (the clients) to go out in the community to work and get a job”* (Executive Director, RitC, January 20, 2011). While primarily focusing on the severely developmentally disabled, the strategy was to *“create a model of a shredding business that’s like a typical business, instead of just people with disabilities”* (Program Manager, MEC, January 26, 2011). Second, RitC’s evolving strategy was further affected by GCSS’s deliberate versus emergent orientation; *“we anticipate going through our strategic plan before the end of summer and this (shredding) is going to be one of the things that we are going to push on, one of the priorities for our organization to develop, identify the cost, and the structures necessary”* (Chief Executive Officer, GCSS, February 1, 2012). RitC compensated by assuming a more proactive role in developing the shredding initiative and recognizing the incubation period was going to be longer than initially anticipated. Lastly, the stakeholders concluded that the shredding operation was scalable and that it needed to start small and expand as paying customers came on board; *“start with what will work for the project and add to it as you get more business; you can step up from shredder to shredder”* (Chief Financial Officer, GCSS, February 1, 2012). This enabled RitC to adopt an incremental approach to the shredding initiative and expand the learning objective to include change; *“maybe part of the routine is to make them understand that not everything is going to be a garden path and maybe change has got to be a part of their growth and learning”* (Executive Director, RitC, January 20, 2011).

Therefore, with the objective to teach clients to work in the community, RitC’s strategy formation was influenced by what was desirable and culturally feasible. Instead of starting with a

large scale operation similar to UCPB, the emerging strategy focused on a scalable model with RitC taking the lead role as incubator and its deliberate strategy focused on the things necessary to provide meaningful work opportunities for the severely developmentally disabled; like becoming affiliated with NISH and seeking possible paying customers. Thus, the combination of deliberate and emergent strategies ultimately determined the look and feel of the shredding initiative. Hence, the strategy formation dimension of CVF_{SI} highlighted RitC's challenges and efforts to create desirable and feasible innovations for its service offering and provide meaningful work opportunities for the severely developmentally disabled.

7.4 Motivational Trait

As evidenced in the coding (Figure 7.1), the essence of the RitC – its motivational trait and how they balance the head and heart – was the strongest dimension. According to Maccoby, the heart trait emphasizes behaviors rooted in consciousness and is driven by compassion, generosity, and idealism while the head trait emphasizes behaviors rooted in conceptualizations and is driven by problem-solving, collaboration, and competition while (1976). The two fundamental questions asked by parents raised earlier, *“How can my child with severe developmental disabilities gain a sense of accomplishment that comes from working when the Day Care program just provides arts and craft activities?”*, and *“How can RitC create a sustainable model as follow-up to the success of the initial shredding project completed by Medibase?”* exemplified the motivational tensions RitC faced at the beginning of this research initiative. Table 7.3 summarizes RitC's efforts to balance the motivational traits of head and

heart while striving to create meaningful work opportunities for the severely developmentally disabled over the fourteen month research period.

Table 7.3 RitC – Motivational Trait

Phase	Competing Values - Motivational Trait
<p>Antecedents</p> <p>Jan 2010 – Oct 2010</p>	<p>Head:</p> <ul style="list-style-type: none"> • Recognizing need to re-develop identity, organization, management practices and plan for future • Collaborating with GCSS on shredding initiative <p>Heart:</p> <ul style="list-style-type: none"> • Wanting clients to do something other than arts and craft activities and community outings • Recognizing importance of Medibase shredding project
<p>Initiation</p> <p>Jan 11 – Feb 11</p>	<p>Head:</p> <ul style="list-style-type: none"> • Recognizing MEC constrained by tepid reception and commitment from GCSS • Emerging as incubator for the shredding program <p>Heart:</p> <ul style="list-style-type: none"> • Focusing on creating meaningful work opportunity as opposed to revenue generation or sharing with GCSS • Seeing big picture which could provide meaningful work opportunity for all of GCSS’s clients at MEC and Art and Foods as opposed to the initial twelve clients
<p>Emulation Strategy</p> <p>Feb 11 – July</p>	<p>Head:</p> <ul style="list-style-type: none"> • Gaining better understanding of UCPB’s business model • Presenting to GCSS’s board and obtaining authorization to collaborate on development of business plan

Phase	Competing Values - Motivational Trait
11	<p>Heart:</p> <ul style="list-style-type: none"> • Challenging SDA's decision to award all contracts in Georgia to Austin Task • Shifting focus from incremental expansion of client involvement to radical expansion; instead of incrementally adding six clients at a time, developing plans for all 80 clients from GCSS's day programs at MEC and Art and Foods
<p>Evolution Strategy</p> <p>May 11 – July 11</p>	<p>Head:</p> <ul style="list-style-type: none"> • Expanding sphere of influence over pre-event, event and post-event activities • Communicating expectations to all direct and indirect participants (clients and support staff)
	<p>Heart:</p> <ul style="list-style-type: none"> • Delighting in client participation • Recognizing improvement in each client's skill level
<p>Formal Training</p> <p>Aug 11 – Dec 11</p>	<p>Head:</p> <ul style="list-style-type: none"> • Brokering arrangement whereby GCSS provides the facilities and RitC secures paying customers and pays clients sub-minimum wages • Obtained informal commitment to incorporate shredding initiative into GCSS's program
	<p>Heart:</p> <ul style="list-style-type: none"> • Focusing on the needs of the client as opposed to funds generation • Willingness to transition emerging shredding program to GCSS for betterment of day program
<p>First Customer</p> <p>Nov 11 - Feb</p>	<p>Head:</p> <ul style="list-style-type: none"> • Working with parents to secure first paying customer • Wanting to be the service provider that unites all clients as opposed to being so aligned with GCSS

Phase	Competing Values - Motivational Trait
12	<p>Heart:</p> <ul style="list-style-type: none"> • Willing to cover up-front investment for first paying customer • Thriving on on-going interaction with clients
<p>New Initiative Dec 12 – Feb 12</p>	<p>Head:</p> <ul style="list-style-type: none"> • Wanting to explore other options for creating meaningful work opportunities • Realizing need to possible revenue streams to cover operating costs
	<p>Heart:</p> <ul style="list-style-type: none"> • Wanting to be the agent directly providing meaningful work opportunities to the clients of GCSS and CCC

Similar to the strategy formation dimension, RitC’s head and heart traits were not mutually exclusive and were mixed and combined depending on the needs at the time. However, each encounter over the course of fourteen months was initiated by RitC’s heart traits and followed by their head traits. This parallel pattern accounts for the comparative strength of each facet of the motivational trait dimension as reflected in the coding (Figure 7.2). The following two examples demonstrate this; the first looking in retrospect at the shredding project funded by THLF grant and the second at the initiation of the shredding project funded by the SAP grant:

“Unfortunately on Shredding II (funded by THLF grant) there was no money for us. It was a lose-lose situation, except for emotionally which, we are already missing our clients - our friends. But, we need somebody to pay rent for that space, and so maybe that works into it somehow. From a client standpoint, they don’t want to be at their day program to do the shredding. They really want to get in the van and go somewhere.” (Executive Director, RitC, April 26, 2012)

December 20, 2011) and when questioned about the logic behind resuming the shredding initiative on January 30, 2012, the Executive Director indicated “*my real thoughts are that I miss the guys and want them back... LOL, but we have plenty of shredding to do*” (RitC, January 17, 2012).

Over the course of fourteen months the on-going tension between the competing values of head and heart demonstrated the wicked aspect of creating meaningful work opportunities for the severely developmentally disabled for RitC from a motivational trait point of view. However, RitC’s resulting head and heart trait innovations were adjusted by what was understood to be desirable and culturally feasible in three principle areas.

First, RitC is an organization that has always anguished over each client’s concerns and reveled in each client’s successes. For example, one client’s “*mother was very disappointed that her son could not be part of the successful shredding program because his behavior was not conducive. But did GCSS take him back and say “hey bud, you have to work on these behaviors that you had out in the community?” No, they just put him back and let him wander around again. I would have taken him back and said “hey bud, you have got to do this, you have got to mingle, you have got to do this shredding and work on the bad behaviors.*” (Executive Director, RitC, January 20, 2012). Alternatively, RitC was embolden to expand the shredding initiative, assume the role of job coach and staff trainer and perpetuate its efforts as an incubator in light of the pace of GCSS’s absorption efforts. RitC’s actions were also fueled by comments from parents; expressing concerns about the undesirable behaviors exhibited by the clients when the initial shredding initiative concluded and their pleasure at receiving comments like the following

April 26, 2012

sampling taken from the Daily Communication Reports from MEC: *“really likes shredding – seems he enjoys the outing along with his group”, “was truly focused today at work”, “was attentive while shredding paper at work”, “was a great helper at work and remained on task doing job assignment”, “recognizes the light indicator when the bin is full”, “is grasping removing staples from paperwork and sorting into piles”, “learned a new skill today – ripped pages from booklets”, and “progressing really well, he recognizes when the bin is full and empties it on his own”.*

Second, from the beginning RitC recognized the importance of community and the board’s overall desire to improve the lives of their clients; *“As a board, it is a feeling of fulfillment that they get and how they feel about it (when they help clients). As parents, it is very tough sometimes. All they hear is negative stuff”* (Executive Director, RitC, January 20, 2011). Consequently, RitC consistently demonstrated a strong tendency to accommodate MEC or enable parents which resulted in creative solutions tailored to each family’s needs. For example, rather than having to forgo the opportunity to participate due to support logistics, one wheelchair-bound client’s mother *“took off work and came over every day between noon and 1:00pm (just to) take her (daughter) to the bathroom because she wanted her here that much”* (Executive Director, RitC, January 20, 2011). In taking an active interest in each client, RitC is garnered on-going and deep support from its parents; *“I would just like to stay involved in it because I think it is fantastic”* (Parent, February 10, 2011) and *“I don't want to see this stop. I want to see this continue on and grow”* (Parent, December 28, 2011).

Third, RitC consistently recognized that the shredding initiative ultimately needed to be incorporated into GCSS's day program rather than being an on-going and potentially revenue generating service offering for them. As a result, RitC created an environment which allowed GCSS to participate in the program at its own pace. While unable to develop a self-sustaining program, RitC was able to obtain from GCSS commitment in concept to absorb the shredding initiative; *"I think the shredding business is golden for the people we support. They are so capable of doing it. It is something meaningful. It is rewarded, compensated, and valued. Those pieces are missing in every one of my day programs. It makes for people who have behaviors to not have behaviors, because it gives them something meaningful. They would much rather do that (shredding) than whatever arts and crafts they are doing. It is going to happen - it is just a matter of when."* (Chief Executive Officer, GCSS, February 1, 2012).

8 Discussion

In this section, I discuss my contributions in three areas. First, I discuss my contribution to practice; RitC's provision of meaningful and sustainable work opportunities for those that are severely developmentally disabled. Next, I discuss my contributions to the theoretical literature by adding new knowledge on managing service innovation in the context of voluntary organizations. Finally, I discuss my contribution to frameworks by adapting CVF for understanding and managing service innovation in voluntary organizations.

8.1 Service Innovation at RitC

My study contributes to the literature by investigating the challenges faced by a voluntary organization as it engaged in creating meaningful work opportunities for severely developmentally disabled adults. Current literature focuses on how the developmentally disabled are excluded from the mainstream of American life (Leavitt, 2007; Unknown, 1977; Wolpert, 1976), lack meaningful work opportunities even though having demonstrated the ability to make a contribution (Bradley & Blumenthal, 1998; Hewitt & O'Neil, 1998), and exhibit great satisfaction when given the opportunity to perform and be rewarded for meaningful work (Freedman & Keller, 1981; Friedman, 1974; Goodyear & Stude, 1975). Unfortunately, the current literature offers no insight into creating meaningful work opportunities specifically targeted for severely developmentally disabled adults. Therefore, by investigating the associated organizational focus, strategy formulation and motivational aspects surrounding the shredding operation at RitC, my research contributed by identifying challenges faced by voluntary organizations striving to create such opportunities.

Individuals with developmental disabilities are classified as mild, moderate, severe or profound (Table 2.1) and generally, persons in the mild and moderate categories require less support than those classified as severe or profound. The wide spectrum of support needs for the developmentally disabled constitutes a vast array of political, social, health and financial challenges collectively referred to as wicked problems. According to Rittel and Webber, all societal problems and nearly all public policy issues are wicked problems in that they are never solved, merely re-solved repetitively (1973).

Since its founding in 1956, RitC has addressed several wicked problems specifically faced by the developmentally disabled in Cobb County, some of which were done in collaboration with GCSS. One example of such collaboration is the many group homes which RitC has built and GCSS manages. However, incorporating the developmentally disabled in the workforce is one particularly persistent wicked problem. Rather than seeking possible political, social or welfare solutions, I constrained my solution space to creating meaningful work opportunities for the severely developmentally disabled through a local collaborative effort in Cobb County. Since 56% of MEC's clients fall in the severe and profound classification (Table 2.2) this solution space was most logical because of the urgency of the need and immediacy of possible solutions as opposed to the potential political, social or welfare solutions which take much longer to germinate.

Over the course of fourteen months, RitC introduced changes in a collaborative manner with GCSS (Rittel & Webber, 1973; Weber & Khademian, 2008) that were both desirable and culturally feasible (Checkland, 1985, p. 822) for creating meaningful work opportunities for the severely developmentally disabled. Rather than accepting the hopeless position that wicked problems are “never solved”, RitC took the actions outlined in Table 6.1 to achieve what Ferlie et al. refer to as “*cross cutting outcomes*”; “*complex outcomes that are long term and dependent on intermediate processes such as building inter agency collaboration*” (2011, p. 308). RitC pursued three goals to guide its actions: first, establishing a shredding initiative to provide meaningful work opportunities for the severely developmentally disabled clients at MEC; second, collaborating with GCSS to develop a sustainable business model for the shredding

initiative; and third, maintaining momentum with the RitC board, increase RitC's service offering, and continuing progress towards the development of 3-year strategic plan as recommend in the previous research (Crim, et al., 2011).

In an attempt to achieve these goals, RitC focused its service innovation efforts on the development of a shredding initiative, with the initial component being a training program for severely developmentally disabled adults and the longer-term objective to give these adults meaningful and sustainable work opportunities. Using the definition of sustainable from Hahn and Figge (2011), for RitC's service innovation and specifically its shredding initiative, environmental integrity referred to recycling its shredded output, economic prosperity meant that the effort needed to be self-funding, and social equity referred to creating meaningful work in the community for the severely developmentally disabled.

Overall, RitC made progress on each of its three goals. First, RitC was successful in creating meaningful work opportunities for the clients at MEC. Between May 2011 and February 2012 the clients expended 2,269 hours performing shredding-related tasks at RitC. Second, although promising plans and options were established, the initiative fell short of making the shredding program sustainable. In this respect, RitC realized three things: first, it needed to continue to serve as incubator for the shredding program until GCSS could take ownership and incorporate it into their day program; second, UCPB's model could not be replicated in Georgia, but UCPB would be available for on-going support and mentorship; and third, the focus of the shredding initiative was to train the clients to do the actual work and teach them methods that would make them successful in the job world. Finally, progress made towards RitC's third goal

April 26, 2012

related to the development of a 3-year strategic plan centered on two aspects: first, RitC concluded it did not want to be GCSS-centric as it also identified meaningful work opportunities with other partners and, second, RitC began exploring the viability of having CCC's clients stock and manage a vending machine operation. My research has, in this way, contributed to RitC's efforts to create meaningful work opportunities for the severely developmentally disabled.

8.2 Service Innovation in Voluntary Organizations

The literature is flush with contributions concerning the nature of volunteering (Anheier & Salamon, 1999; Perotin, 2001; Wandersman, et al., 1987), the individual volunteer (Anheier & Salamon, 1999; Kreutzer & Jäger, 2011; Wandersman, et al., 1987; D. C. Wilson & Butler, 1986; J. Wilson, 2000), voluntary organizations (Dart, 2004; Perotin, 2001; Salamon & Anheier, 1996; D. C. Wilson & Butler, 1986) and innovation in business (Jaskyte, 2011; McDermott & O'Connor, 2002). To a lesser extent, the literature has contributions on innovation in voluntary organizations (Crim, et al., 2011; Osborne & Flynn, 1997), and little has been written specifically about service innovation within voluntary organizations. Over the course of fourteen months as summarized in Table 6.1, RitC undertook actions to innovate its services to create meaningful work opportunities for the severely developmentally disabled in Cobb County. Based on analysis of these experiences, my research contributes by extending current understanding of the challenges, opportunities and strategies related to service innovation in voluntary organizations as explicated in the discussion that follows.

A first insight relates to the role of volunteers. Researchers have stated that volunteering is the essence of democracy and that it is the social glue that holds societies together (Anheier &

April 26, 2012

Salamon, 1999; Perotin, 2001; Wandersman, et al., 1987). This is certainly the case at RitC since its mission to help the developmentally disabled is mainly accomplished through the work of volunteers. Aligned with the definition of a voluntary organization offered by Wilson and Butler (1986), RitC amassed approximately 7,108 volunteer hours between October 2009 and September 2010 according to RitC's Executive Director. Over the fourteen months that RitC undertook actions to create meaningful work opportunities for the severely developmentally disabled through the shredding initiative, volunteers were actively involved in all of the aspects summarized in Table 6.1; including but not limited to visiting UCPB, providing material to be shredded, donating supplies, snacks, and meals, driving the clients to the recycling center, completing grant requests, researching the competitive landscape and organizations RitC could affiliate with, and seeking paying customers. So, while much of the literature on volunteering focuses on the demographics, motives and organizational behavior of volunteers (Anheier & Salamon, 1999; Kreutzer & Jäger, 2011; Wandersman, et al., 1987; D. C. Wilson & Butler, 1986; J. Wilson, 2000) and to a lesser extent on the broader voluntary sector (Perotin, 2001), my research demonstrated that volunteers played a decisive and significant role in RitC's efforts to innovate its service offering. By extrapolation, my research suggests that volunteers can be instrumental and an integral part of the service innovation process in the broader voluntary sector and thus, contributes to the understanding of voluntary organizations and service innovation.

The second insight relates to service innovation in voluntary organizations. As supported in the literature, innovation is the means by which organizations remain vibrant and respond to their ever changing funding and political environment (Jaskyte, 2011; McDermott & O'Connor,

2002; Osborne & Flynn, 1997). However, the current literature on innovation primarily focuses on the individual, team or organization within the business sector and centers on the type of innovation; i.e., radical versus incremental, borrowed versus original, expansionary versus evolutionary development, product, process and administrative (Jaskyte, 2011). Little as yet has been written specifically about service innovation within a voluntary organization. As demonstrated in Table 6.1, service innovation at RitC was an evolving and iterative process which involved the active participation of clients, parents, RitC management, staff and board members and its primary collaborator, GCSS and specifically MEC. Each encounter over the fourteen months was driven by RitC's stakeholders (Crim, et al., 2011; Jaskyte, 2011; Osborne & Flynn, 1997) and evaluated from their perspective (Herman & Renz, 1999, 2008). The actions RitC ultimately interjected into the process at each phase resulted from their assessment of what was needed to keep the initiative to create meaningful work opportunities for the developmentally disabled moving forward based on the actions and inputs from all stakeholders up to that point. My research at RitC revealed that the service innovation process required multiple ever-changing cycles driven by persistent stakeholders. When applied to the broader voluntary sector, my research suggests if it is to be successful, the service innovation process is an iterative and evolving process driven by tenacious stakeholders.

A third insight relates to the role of networking with other non-profits. Early in the process, RitC recognized it needed to collaborate with GCSS to further the on-going success and sustainability of the shredding initiative. In addition to the direct support from GCSS, RitC significantly benefited by networking with other non-profits; THLF and SAP's foundation for

grant funding, UCPB for on-going mentorship, and Tommy Nobis provided other avenues to expand the shredding initiative for exploration. Lastly, because of the extent of its ongoing relationship with GCSS, RitC realized it also needed to involve CCC in its future efforts to create meaningful work opportunities for the severely developmentally disabled. Hence, my research demonstrated that through collaborations with other non-profits RitC was able to innovate and develop a network of support and influence at the local level (Diamond, 2010; Herman & Renz, 1999, 2008; D. C. Wilson & Butler, 1986). When applied to the broader voluntary sector, my research highlights the importance of collaboration among nonprofits in order to innovate their service offerings to further their missions.

The fourth insight relates to the need for an adaptive planning approach to innovation. Mintzberg's definition of strategy implies that it is dynamic and evolves (Mintzberg, 1978). This was certainly the case for RitC. As outlined in Chapter 7, the strategies RitC adopted over the course of fourteen months were mixed and combined (Boyne & Walker, 2004; Morrison & Salipante, 2007). Further, RitC's execution of such strategies was largely done in absence of traditional planning documentation. Although the stakeholders convened several times with the intent to create a formal business plan, the efforts were stymied by the lack of dedicated resources, other more pressing issues with the initiative, and the candid realization that the shredding initiative could proceed without it. Hence, RitC's service innovation efforts relied on the tactical nature of the operation as opposed to having a formal business plan guiding the way. Therefore, my research suggests the broader voluntary sector might rely on an adaptive and less formal planning approach in order to innovate.

A fifth insight relates to the need to understand the diversity of motives and traditions of innovation partners. Maccoby has analyzed motivational traits from two perspectives; head traits which are driven by problem-solving, collaboration and competition and heart traits which are driven by compassion, generosity, and idealism (Maccoby, 1976). As shown in Figure 7.1 motivational trait was the strongest dimension over the course of fourteen months as RitC endeavored to create meaningful work opportunities for the severely developmentally disabled. The diverse group of stakeholders (Figure 5.1) brought many different perspectives (Weber & Khademian, 2008), but all had a vested interest in making the shredding initiative successful. Although Rittel and Webber contend all societal problems and nearly all public policy issues are wicked problems in that they are never solved, merely re-solved repetitively (1973), to the stakeholders involved in my research the concept of “never solved” was foreign, devoid of hope and deemed unacceptable. For the stakeholders involved, the desire to do something tangible about the work void for the developmentally disabled (Freedman & Keller, 1981; Roach, 2011; Schilit, 1979) and improve their community inclusiveness and sustained inclusion (Wolpert, 1976) were powerful motivators. Consequently, fueled by deep passions to add meaning and sparkle to their client’s lives, the innovations adopted by RitC were tempered by the need to be both desirable and culturally feasible (Checkland, 1985, p. 822). When applied to the broader voluntary sector, organizations can significantly benefit from the deep rooted passions of its stakeholders when seeking to innovate their service offering. Therefore, my research contributed to the understanding of the diversity of motives and traditions of innovation partners.

By extrapolation, my research suggests that volunteers can be instrumental and an integral part of the service innovation process in the broader voluntary sector and thus, contributes to the understanding of voluntary organizations and service innovation.

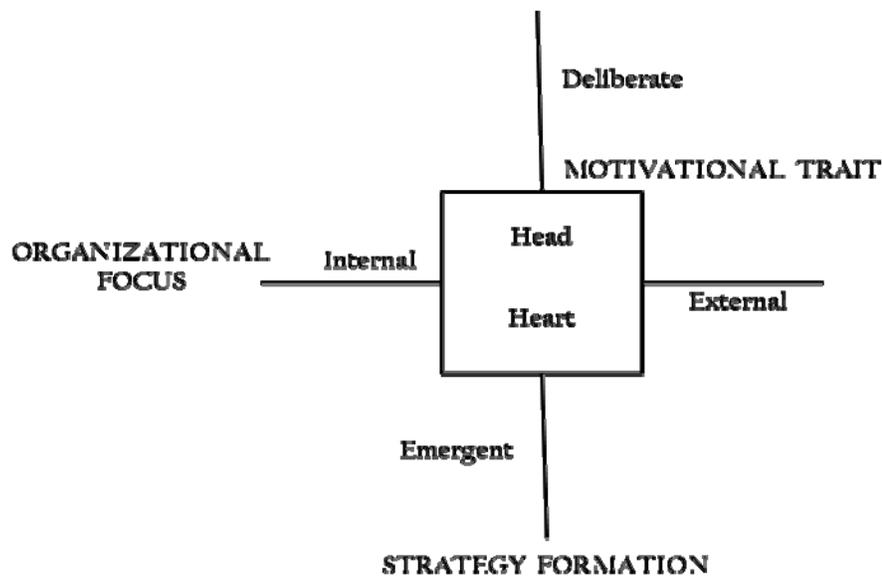
8.3 Adapted CVF for Service Innovation in Voluntary Organization

Much has been written about CVF (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1983) (Figure 4.1), the paradoxical nature of the tensions involved in managing organizations, and how CVF is a good overall framework for evaluating organizational effectiveness in a variety of settings (Herman & Renz, 2008; Poole & van de Ven, 1989; Quinn & Rohrbaugh, 1981, 1983). Further, existing literature abounds on strategy formation (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985) and motivational traits (Maccoby, 1976, 1978). Less, however, has been written on adapting CVF to understand how CVF may apply to other aspects than effectiveness (Crim, et al., 2011; Tscherning & Mathiassen, 2011).

As stated in Chapter 5 and depicted in Figures 7.1 and 7.2, all data was coded using the original three CVF dimensions of organizational focus (demonstrated by external and internal), structural preference (demonstrated by control versus flexibility) and managerial concerns (demonstrated by means and ends) (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1983) plus two additional dimensions of strategy formulation (demonstrated by deliberate versus emergent) (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985) and motivational trait (demonstrated by head versus heart) (Maccoby, 1976, 1978). When applied to RitC, it became apparent that some of these dimensions overlapped and some were more applicable than others to service innovation in RitC.

Over the course of fourteen months, our analysis revealed that organizational focus, strategy formation and motivational trait were the dimensions most readily applicable to RitC's innovation of its services to create meaningful work opportunities for the severely developmentally disabled in Cobb County. RitC's desire to innovate its service offering most closely paralleled the dimensions of organizational focus and strategy formation and its mission related to the motivational trait dimension. Due to the dynamic and evolving nature of service innovation at RitC, the dimensions of structural preference and managerial concerns were secondary and less pronounced. Therefore, my research suggests adapting the CVF structure using the dimensions of organizational focus, strategy formation and motivational trait (hereafter referred to as CVF_{SI} and depicted in Figure 8.1) as a means for understanding service innovation in voluntary organizations. The discussion that follows provides the evidence for this proposal.

Figure 8.1 Competing Values Framework Adapted for Service Innovation (CVF_{SI})



First, having a history of being externally focused and having to add, drop or modify services in order to survive, it was most logical that RitC would turn to GCSS to collaborate on the shredding initiative. Such collaborations with a principle partner are one way a voluntary organization like RitC may perpetuate its on-going success and sustainability (Jaskyte, 2011; Osborne & Flynn, 1997). In doing so, RitC was able to emphasize the organization as part of a larger environment (external focus) while simultaneously developing the organization within (Quinn & Rohrbaugh, 1981, 1983). As outlined in Table 7.1, in each phase of the research RitC engaged in external and internal activities; typically with the internal activities being driven by the external activities. For example, when RitC's organizational focus of training clients to do actual work was influenced by what was desirable and culturally feasible (Checkland, 1985), RitC set on a course of compensating for GCSS's tepid response and being more proactive. In addition, once RitC realized the incubation period would take longer than anticipated, they took the lead role in defining and operationalizing the shredding initiative and became a member of NISH and sought grant opportunities, paying customers and possible operating partners (someone other than GCSS). Thus, the competing values of internal and external focus depicted in CVF_{SI} (Figure 8.1) helped understand the challenges faced and efforts undertaken by RitC to innovate its service offering and provide meaningful work opportunities to the severely developmentally disabled.

Second, the model depicted in Figure 4.4 was useful in understanding RitC's efforts to innovate its service offering from a strategy formation perspective. In my research at RitC, I focused on the operationalization of strategy as opposed to describing an organization's position

and how it interacts with its environment (Boyne & Walker, 2004). Mintzberg's definition of strategy (1978) which implies it is dynamic and evolves, is tied directly to RitC's iterative innovation process in that it started with an intended strategy and concluded with a realized strategy. Since strategies need not be mutually exclusive but can be mixed and combined (Boyne & Walker, 2004; Morrison & Salipante, 2007), RitC's deliberate strategy occurred when the actions taken played out as intended, whereas its emergent strategy occurred when the actions taken, despite intentions or in absence of intentions, had an unintended order and were sequential in nature without a viable pattern or consistency (Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985). Table 7.2 outlines the deliberate and emergent strategies undertaken by RitC in each phase of the research, typically with the deliberate strategies triggering consequential emergent strategies. For example, as with its organizational focus, RitC's strategy formation was influenced by what was desirable and culturally feasible (Checkland, 1985). Hence, RitC's deliberate strategy focused on the things necessary to provide meaningful work opportunities for the severely developmentally disabled (like becoming affiliated with NISH and seeking possible paying customers), while its emerging strategy focused on things necessary to operationalize its deliberate strategy (like a scalable shredding model instead of starting with a large operation similar to UCPB and taking the lead role as incubator). Therefore, the strategy formation dimension of CVF_{SI} captured RitC's ability to balance and take advantage of deliberate and emergent service innovation strategies throughout the course of this research initiative.

Third, the motivational trait helped explain actions taken by RitC over the course of fourteen months in its efforts to develop meaningful work opportunities for the severely

developmentally. As depicted in Table 4.1, RitC demonstrated head traits which emphasized behaviors rooted in conceptualizations and driven by problem-solving, collaboration, and competition, and heart traits which emphasized behaviors rooted in consciousness and driven by compassion, generosity, and idealism (Maccoby, 1976). Although the head and heart traits have been applied to a variety of settings; business virtues (Klein, 2002), perceptions of accountants (Patten, 1990), impact on decisions by younger and older adults (Mikels, et al., 2010), ethical conduct (Kochunny & Hudson, 1994; Kochunny & Rogers, 1992) and most recently, voluntary organizations (Crim, et al., 2011), there is little evidence of using the motivational trait to help explain service innovation within a voluntary organization. As outlined in Table 7.3, in each phase of the research RitC strongly exhibited head and heart traits; typically with the head traits being driven by the heart traits. For example, adjusted by what was understood to be desirable and culturally feasible (Checkland, 1985), RitC demonstrated its client-centric focus and head and heart traits by putting together tailored solutions for clients so they could participate in the shredding initiative, by expanding the shredding initiative, by assuming the role of job coach and staff trainer, and by perpetuating its role as an incubator due to the slower pace at which GCSS could absorb the program. As a result of its motivational traits, although unable to create a self-sustaining program, RitC created an environment which allowed GCSS to participate at its own pace and, eventually, make a commitment in concept to eventually take leadership over the shredding initiative. Consequently, the motivational trait dimension of CVF_{SI} added richly to the discussion of service innovation in this voluntary organization.

9 Conclusions

In this chapter, I discuss the limitations of my research, implications for theory and practice, and provide an overall summary of the research effort.

9.1 Limitations

As with all research, this study has some limitations pertaining to generalizability, research bias, theoretical framing approach, and choice of problem solving approach. In each case, I was proactive in my awareness of said limitation and developed a research methodology which dealt with and minimized any negative consequences so that my research remained rigorous and relevant.

First, generalizability is the extent to which my research findings at RitC can be applied to other settings (Miles & Huberman, 1994; Myers, 2009). Since my research was based on a single environment, my ability to generalize from a purely sampling-based statistical basis was limited. However, based on the work of Lee and Baskerville (2003) and Eden and Huxham (1996), I am able to generalize, develop and expand theory from practice in one setting to descriptions in other settings. Further, any sampling-based statistical limitation was counterbalanced with the advantages of in-depth and rich description of the situation at RitC. So, while my results may not be generalizable to all voluntary organizations, they may prove useful in voluntary organizations with similar characteristics.

Second, I was what Colghlan defines as an “insider” (Coghlan, 2001) because of my multiple roles as researcher, client of RitC and GCSS, RitC board member and parent of a

developmentally disabled son. To minimize any problems associated with “insider” bias, I collected rich data consisting of semi-structured interviews, field observation, and problem solving cycle documentation from multiple primary and secondary sources over a fourteen month period beginning in January 2011 (Miles & Huberman, 1994; Myers, 2009; Yin, 2009), triangulated the data between multiple data sources (Miles & Huberman, 1994), and used the principles of canonical action research to ensure rigor of my research (Davison, et al., 2004).

Third, the choice of adapting the CVF as the theoretical framework for this research had implications for the approach to innovation and subsequent data analysis. Other theoretical frameworks such as ambidexterity (O'Reilly & Tushman, 2008) and dynamic capabilities (Eisenhardt & Martin, 2000) could have served as the framework to guide and explain service innovation at RitC. However, after systematic review of the problem situation through a cyclical process linking theory and practice (McKay & Marshall, 2001), I identified two primary facets that guided my research on service innovation in voluntary organizations. First, voluntary organizations such as RitC constantly and simultaneously deal with organizational and managerial tensions. Second, the way a voluntary organization such as RitC deal with these tensions is through a combination or blending of the sharp dichotomies that is both compatible and synergistic. It was for these two primary reasons that I used the CVF as the basis for my theoretical framework. After extensive review of the literature, I decided to adapt the CVF as other researchers have done (Crim, et al., 2011; Tscherning & Mathiassen, 2011) in the past as the best means for understanding and managing service innovation in voluntary organizations. The resulting adapted framework, CVF_{SI}, was especially applicable to RitC since innovation and

effectiveness within a voluntary organization are driven by the organization's stakeholders and their judgment (Crim, et al., 2011; Herman & Renz, 1999, 2008; Jaskyte, 2011; Osborne & Flynn, 1997).

Finally, the fourth limitation pertained to the choice of work opportunity for the severely developmentally disabled adults. The selection of shredding was reasonable because it was the logical extension from the first project completed at Medibase. However, the type of work performed was not as important as the work having the potential for a self-sustaining business operation and needing to be meaningful and highly structured so that the severely developmentally disabled adults could successfully perform the tasks required.

9.2 Implications

While the stakeholders involved appreciated the overall efforts, the emerging solutions at RitC reported here represent minor contributions to the underlying wicked problem. Moreover, the lessons learned from RitC contribute to our understanding of the larger problems involved. From a problem solving perspective, RitC gained better awareness of its overall tendencies (being primarily externally focused, deliberate in its strategy, and motivated by heart traits) and the makeup of its principle partner GCSS (being primarily internally focused, guided by deliberate strategy, and motivated by head traits) and the magnitude of the effort required to develop meaningful work opportunities for the severely developmentally disabled. The lessons learned by RitC are readily applicable to other voluntary organizations with similar characteristics. From a theoretical perspective, the research contributed by filling a gap in the literature by exploring service innovation in voluntary organizations and by providing insights

into the role of volunteers, the iterative and evolving nature of innovation, networking with other non-profits, the need for an adaptive planning approach, and the diversity of motives and traditions of innovation partners.

Hence, this research has taken initial steps towards understanding service innovation in a voluntary organization. In doing so, I have extended the knowledge for developing meaningful work opportunities for the severely developmentally disabled and on service innovation in a voluntary organization, and adapted the original framework of CVF into CVF_{SI} to understand and guide the competing forces involved with service innovation in a voluntary organization. Future researchers may explore further the impact of continued incubation at RitC and the eventual absorption of the shredding initiative at GCSS, theoretical frameworks other than CVF_{SI} and avenues other than developing a shredding initiative for addressing the wicked problem of incorporating the developmentally disabled into the workforce.

9.3 Engaged Scholarship Reflections

Bringing together practitioners and academicians to study complex business problems is the fundamental premise of engaged scholarship (Van de Ven, 2007). In the case of my research, the key stakeholders were comprised of clients (adults with severe developmental disabilities), parents of the clients, managers, staff and board members from RitC and GCSS, and researchers from GSU. As part of the GSU research team, a client of RitC and GCSS, a RitC board member and a parent of a developmentally disabled son, I am the common thread among the stakeholders involved. From my perspective since I had so many hats to wear, engaged scholarship was the only avenue of research that really made any sense to pursue. Lastly and most importantly, the

April 26, 2012

engaged scholarship approach embraced by GSU and applied to the research at RitC clearly demonstrates the need to match researchers with worthy organizations like RitC on an on-going basis and the golden opportunity for GSU to make a significant contribution to the researcher's community just as RitC strives to provide services right in the community where their families and clients live.

Appendix

Appendix I – Definition of Developmental Disability

The Developmental Disabilities Assistance and Bill of Rights Act (PL 106-442) (commonly known as the DD Act), defines developmental disability in section 102(8) as:

"A severe, chronic disability of an individual 5 years of age or older that:

- 1. Is attributable to a mental or physical impairment or combination of mental and physical impairments;*
- 2. Is manifested before the individual attains age 22;*
- 3. Is likely to continue indefinitely;*
- 4. Results in substantial functional limitations in three or more of the following areas of major life activity;*
 - i. Self-care;*
 - ii. Receptive and expressive language;*
 - iii. Learning;*
 - iv. Mobility;*
 - v. Self-direction;*
 - vi. Capacity for independent living; and*
 - vii. Economic self-sufficiency.*
- 5. Reflects the individual's need for a combination and sequence of special, interdisciplinary, or generic services, supports, or other assistance that is of lifelong or extended duration and is individually planned and coordinated, except that such term, when applied to infants and young children means individuals from birth to age 5, inclusive, who have substantial developmental delay or specific congenital or acquired conditions with a high probability of resulting in developmental disabilities if services are not provided. "* ("Developmental Disabilities Assistance and Bill of Rights Act of 2000," 2000).

Appendix II - Principles of Canonical Action Research Applied to RitC

(Davison, et al., 2004)

Principle of Canonical Action Research	Criteria	Applied to RitC?
The Principle of the Researcher – Client Agreement	1a – Did both the researcher and the client agree that CAR was the appropriate approach for the organizational situation?	Yes
	1b – Was the focus of the research project specified clearly and explicitly?	Yes
	1c – Did the client make an explicit commitment to the project?	Yes
	1d – Were the roles and responsibilities of the researcher and client organization members specified explicitly?	Yes
	1e – Were project objectives and evaluation measures specified explicitly?	Yes
	1f – Were the data collection and analysis methods specified explicitly?	Yes
The Cyclical Process Model (CPM)	2a – Did the project follow the CPM or justify any deviation from it	Yes
	2b – Did the researcher conduct an independent diagnosis of the organizational situation?	Yes
	2c – Were the planned actions based explicitly on the results of the diagnosis?	Yes
	2d – Were the planned actions implemented and evaluated?	Yes
	2e – Did the researcher reflect on the outcomes of the intervention?	Yes
	2f – Was this reflection followed by an explicit decision on whether or not to proceed through an	Yes

April 26, 2012

Principle of Canonical Action Research	Criteria	Applied to RitC?
	additional process cycle?	
	2g – Were both the exit of the researcher and the conclusion of the project due to either the project objectives being met or some other clearly articulated justification?	Yes
The Principle of Theory	3a – Were the project activities guided by a theory or set of theories?	Yes
	3b – Was the domain of investigation, and the specific problem setting, relevant and significant to the interest of the researcher’s community of peers as well as the client?	Yes
	3c – Was a theoretically based model used to derive the causes of the observed problem?	Yes
	3d – Did the planned intervention follow from this theoretically based model?	Yes
	3e – Was the guiding theory, or any other theory, used to evaluate the outcomes of the intervention?	Yes
The Principle of Change through Action	4a – Were both the researcher and client motivated to improve the situation?	Yes
	4b – Were the problem and its hypothesized cause(s) specified as a result of the diagnosis?	Yes
	4c – Were the planned actions designed to address the hypothesized cause(s)	Yes
	4d – Did the client approve the planned actions before they were implemented?	Yes
	4e – Was the organization situation assessed comprehensively both before and after the intervention?	Yes

Principle of Canonical Action Research	Criteria	Applied to RitC?
	4f – Were the timing and nature of the actions taken clearly and completely documented?	Yes
The Principle of Learning through Reflection	5a – Did the researcher provide progress reports to the client and organizational members?	Yes
	5b – Did both the researcher and the client reflect upon the outcomes of the project?	Yes
	5c – Were the research activities and outcomes reported clearly and completely?	Yes
	5d – Were the results considered in terms of implications for further action in this situation?	Yes
	5e – Were the results considered in terms of implications for action to be taken in related research domains?	Yes
	5f – Were the results considered in terms of implications for the research community (general knowledge, informing/re-informing theory)?	Yes
	5g – Were the results considered in terms of the general applicability of CAR?	Yes

Appendix III - Shredding Project - Volunteer Expectations

Source: Executive Director, RitC - May 10, 2011

Right in the Community is pleased to host the Shredding Project Pilot Program. In order for it to be a successful partnership, RitC would like to outline its particular expectation of staff and volunteers:

- 1) *This is a training project. MEC staff should focus on training the consumers to do the actual work and teach them methods that will make them successful in the job world.*
- 2) *Participants should report to RitC appropriately dressed and groomed for the workplace. Hygiene should be taught as a workplace job skill.*
- 3) *Participants should follow the following timetable*
 - a. *Arrive at 10:00AM.*
 - b. *Sign in at Lisa's desk*
 - c. *Take lunches and store them on the conference table*
 - d. *Set up for shredding*
 - e. *Shred and bag all shredded materials making sure to tie bags of shredded material so they don't spill over and making sure that nothing is in the shredded bags except clean shredded paper.*
 - f. *Clean up at day's end—clean up shredders, replace all tools in the proper bins, throw removed staples in the proper trash receptacle. Clean up all shredding debris, vacuum floors of all shredding debris. Empty vacuum cleaner. Oil shredders. Straighten shredding stock for the next day and pick up any loose staples/clips. Set up shredding stations for the next day.*
 - g. *Participants should stay in the shredding area and not wander into RitC offices unless invited.*
 - h. *Lunches may be eaten at the conference table or at the picnic table*
 - i. *All food trash should be put in the proper receptacle and not mixed with shredding debris.*
 - j. *Participants should sign out individually at Lisa's desk.*
 - k. *Shredding Day is over about 1:00pm.*
- 4) *Shredding participants should work while they are here. Non-participants should not be here.*
- 5) *All participants should be registered with Lisa giving personal information that will allow payments to be made.*
- 6) *MEC should notify RitC staff if participants are going to be late or are not coming to work.*
- 7) *The success of the program is contingent on the staff training the consumers. It is expected that the participants will be consistent from week to week. Individuals showing up randomly are discouraged.*
- 8) *Participants and staff should be considerate of RitC facilities and equipment.*
- 9) *Volunteers will be reimbursed every other Friday.*
- 10) *Volunteers will be given a choice for their method of reimbursement.*

Appendix IV – Glossary of Concepts

Term	Definition	Relevant Theoretical Reference
Action research	Takes a clinical intervention approach to diagnose and treat a problem of a specific client.	(Lewin, 1946; Susman & Evered, 1978; Van de Ven, 2007)
Competing Values Framework (CVF)	Model developed by Quinn and Rohrbaugh to evaluate organizational effectiveness.	(Quinn & Rohrbaugh, 1981)
Desirable and feasible changes	Defined by Checkland as purposeful action (desirable and feasible changes) introduced into the problem situation so that the outcomes can be debated and the cycle, with its new trajectory, repeats itself.	(Checkland, 1985).
Dilemmas of action research	Rapoport identified three dilemmas (ethics, goals and initiative) of action research. Each dilemma can cause the research pendulum to swing between the extremes of pure theoretical grounding at the expense of relevance to the current problem and the inverse, pure relevance to the current problem as the expense of theoretical grounding.	(Rapoport, 1970)
Dual cycles	The cyclical process of action research; two interlinked simultaneous cycles - one for the research cycle and one for the problem solving cycle.	(McKay & Marshall, 2001)
Encounter-episode framework	Newman and Robey defined the encounters and episodes which punctuate the organization's equilibrium; events are either encounters or episodes that occur over time, encounters are the beginnings and	(Newman & Robey, 1992).

Term	Definition	Relevant Theoretical Reference
	ends of episodes, episodes are a set of events that stand apart from others, antecedent conditions are the relationships between the users and analysts occurring before the project begins, and outcomes are the “final cause’ of preceding events.	
Engaged scholarship	According to Van de Ven, engaged scholarship is a <i>“participative form of research for obtaining the different perspectives of key stakeholders (researchers, users, clients, sponsors, and practitioners) in studying complex problems”</i> .	(Van de Ven, 2007)
Innovation	McDermott and O’Connor define innovation as <i>“a new technology or combination of technologies that offer worthwhile benefits”</i> and requires <i>“new skills, levels of market understanding, leaps in new processing abilities, and systems throughout the organization”</i> (2002, p. 424).	(McDermott & O’Connor, 2002)
Managerial concerns	Dimension of in CVF which addresses an organization’s emphasis on means versus ends.	(Quinn & Rohrbaugh, 1981)
Meaningful work	Meaningful work consists of four components: <i>“developing and becoming self”, “unity with others”, “serving others”, and “expressing self”</i> . In the context of RitC’s service innovation and specifically its shredding initiative meaningful work are sustainable tasks which are desirable and feasible, add value from a business context and are not <i>“charity or busy work”</i>	(Checkland, 1985) and (Lips-Wiersma & Morris, 2009)
Motivational trait	Adapted dimension of CVF _{SI} focusing on head and heart traits.	(Maccoby, 1976, 1978)
Organizational effectiveness	<i>“A value-based judgment about the performance of an organization”</i> measured by the CVF.	(Quinn & Rohrbaugh, 1981)

Term	Definition	Relevant Theoretical Reference
Organizational focus	Dimension of in CVF which addresses an organization's internal and external focus.	(Quinn & Rohrbaugh, 1981)
Process model	Explains how a sequence of events leads to some outcome.	(Miles & Huberman, 1994; Van de Ven, 2007)
Punctuated equilibrium	Means for explaining how change occurs and how it can be managed in organizations. Gersick defined punctuated equilibrium as " <i>alternation between long periods when stable infrastructures permit only incremental adaption, and brief periods of revolutionary upheaval</i> ".	(Gersick, 1991).
Recoverability	Recoverability is making the research process and models upon which the interpretations and conclusions were based on visible to others. Checkland and Holwell argue that " <i>action research should be to enact a process based on a declared-in-advance methodology (encompassing a particular framework of ideas) in such a way that the process is recoverable by anyone interested in subjecting the research to critical scrutiny</i> ".	(Checkland & Holwell, 1998, p. 18)
Strategy formation	Adapted dimension of CVF _{SI} focusing on emergent versus deliberate strategy formation.	(Mintzberg & McHugh, 1985; Mintzberg & Waters, 1985)
Structural preference	Dimension of in CVF which addresses an organization's concern for control versus flexibility.	(Quinn & Rohrbaugh, 1981)
Sustainability	Conceived in 2000 from macroeconomics, sustainability has three primary components: environmental integrity, economic prosperity and social	(Hahn & Figge, 2011)

Term	Definition	Relevant Theoretical Reference
	equity. In the context of RitC’s service innovation and specifically its shredding initiative, environmental integrity refers to recycling its shredded output, economic prosperity means that the effort needs to be self-funding, and social equity refers to creating meaningful work in the community for the severely developmentally disabled.	
Untapped labor pool	The developmentally disabled represent a large untapped labor pool even though they can successfully perform meaningful work when given suitable training, facilities and a supported environment.	(Freedman & Keller, 1981; Schilit, 1979)
Variance model	Explains change in terms of relationships among independent variables and dependent variables.	(Miles & Huberman, 1994; Van de Ven, 2007)
Volunteering	Defined by Wilson as “ <i>any activity in which time is given freely to benefit another person, group or cause</i> ”	(J. Wilson, 2000)
Wicked problem	All societal problems and nearly all public policy issues are wicked problems; never solved, merely re-solved repetitively.	(Rittel & Webber, 1973)

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April 26, 2012

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Vita

Cathy S. Neher, EDB

Director, Business Development

The Medibase Group, Inc.

Marietta, GA

404-375-3871

cneher@medibase.com

c_neher@bellsouth.net

Specializations

- Business process redesign
- System design and implementation
- Healthcare revenue cycle

Cathy Neher is an enthusiastic, energetic, result orientated healthcare executive with 34 years of proven success in client delivery and sales. She is a team player with extensive experience with C-level executives and strong leadership skills and excels at building relationships and networking to maximize presence and impact within client organizations. Cathy has consistently attained success at meeting client's objectives and exceeding client's expectations through operational analysis, organizational and information systems planning / design / implementation, and integration of disparate systems / tools. Cathy compliments her practical experience with an appreciation for research and engaged scholarship.

Education

- MBA in Management, California State University, Fullerton, August, 1978
- BA in Management Information Systems, California State University, Fullerton, June, 1977
- EDB, Georgia State University, J. Mack Robinson College of Business, May, 2012