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Collaborative public management

In our society, the “collaborative” injunction is changing the management of public organizations by encouraging them to develop an increasingly horizontal and participative management with internal and external stakeholders.

Collaborative management oriented towards internal stakeholders is based on the observation that bureaucracy, with its excessive planning reporting and compartmentalization hinders creativity and limits employee collaboration.

In response, collaborative public management proposes to promote the principles of trust, freedom of choice and cooperation, which will enable people to contribute fully to overall performance. It is based on a system of horizontal structure, where members of different departments can collaborate and become actors in the projects they decide to carry out. While traditional project management uses a passive reporting mechanism with a decomposition of the project into independent tasks with a low flow of information between project contributors, collaborative project management makes the ability to coordinate the efforts of teams and cooperate

with each other the key of project success. In collaborative project management, the success of the project depends not only on the management of interdependencies between activities (e-mail, team scheduling, workflow automation...), but also on the ability of team members to contribute jointly to the group effort. This management requires close coordination and cooperation among project members. The performance of each individual influences the ability of all other members to act. From human resources management view, Masingue (2020) emphasizes that “organizations live in an era of collaboration, cooperation and “co” (co-working, co-design, co-construction...). In this context, teamwork becomes central and teams are essential focal points of the collaborative processes”. Some start-ups, such as Effency, have invested in this area, offering digital tools to facilitate exchanges within a team.

More broadly speaking, a collaborative process between members of an organization is characterized by: the link to each other and to the organization, the trust between members, the desire to satisfy their interests and those of the organization and members. Its different phases are successively the

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² Professor of university - University of Bordeaux.

formation of collaboration, the participation, the joint carrying out actions and achieving results step. A decision-making process is said to be fully collaborative when decisions are based on a shared vision between leaders and team members, and when there is an awareness of the consequences of the decisions made by each other. It is based on an increased exchange of information between members of the organization, department or team, as well as values and preferences. These members learn from each other and build a common pool of knowledge for decision making. This collaborative decision-making system is based on a set of tools that create a workflow of information to specific teams and their respective members.

Collaborative public management understood from the point of view of external stakeholder relationships plays an important role in public policy making and specifically in the deployment of deliberative and participatory democracies. According to Bingham (2008), collaborative public management is “a process of facilitating and implementing multi-organizational arrangements to solve problems that cannot be solved or easily resolved by a single organization. It makes it possible to achieve common goals by working across boundaries in multi-sectoral and multi-stakeholder relationships”. This concept is used to explain the coordination between different government agencies and different public and private actors of public policies. It explains the collaboration between various public or private organizations, and the cooperation with private citizens and neighborhood associations for local public policies. The new governance is part of this movement of collaborative public management, open to the outside world and erasing the boundaries between public and private actors.

Rhodes (1996), in his study of new governance, listed four of its characteristics:

- Governance is broader than government, and includes non-state actors, which tends to revisit the boundaries between the public, private and voluntary sectors.
- It is based on continuous interactions among network members who contribute resources and negotiate common goals.

- Interactions are grounded in trust, and governed by rules of the game negotiated and agreed upon by network participants.
- Networks are not accountable to government, they are self-organizing.

The literature on collaborative governance examines the issue of participatory democracy and the role of the citizen in the decision-making process. Collaborative management actively engages citizens in political decision-making through the tools of dialogue and deliberation, the community problem solving and multi-stakeholder dispute resolution.

The article entitled “**Organizing collaborative management between public actors and civil actors: The boundary organization role of an association working for employment for young graduates**” proposed by Jean-Baptiste SUQUET, Damien COLLARD, Nathalie RAULET-CROSET allows a better understanding of the organizational conditions of collaboration between public, private and associative actors. Analyzing the role of the association “Nos Quartiers ont des Talents (NQT), which accompanies disadvantaged young graduates towards employment, it analyses the impact of this kind of frontier organization which is able to promote collaborative management between public and private actors”.

The article entitled “**The development of employability to foster organizational loyalty of the agents to the Territorial Public Service: the role of self-efficacy**” is proposed by Soufyane FRIMOUSSE, Romain MORETTI, Abdelaziz SWALHI, Laurent GIRAUD. It proposes a quantitative study allowing to identify the influence of the development of employability on the organizational loyalty of the Territorial Public Service employees.

Ahmed EL BAHRI's article entitled “**The Prospective Balanced Scorecard, lever of managerial change in an EPLE as part of a research intervention**” focuses on the results of a research-intervention which contributes to the managerial change of the EPLE by the adaptation and the diffusion of a management tool. By building a system of internal alliances, made up of reference

librarian, senior education advisor and accounting officer, the principal was able to lead organizational members to collaborate on change driven by the adoption of a Prospective Balanced Scorecard.

The article by Djida BOUNAZEF, Hichem Sofiane SALAOUATCHI, Nathalie CRUTZEN and Didier VANCALLIE entitled “**Post New Public Management: Exploring the links between shared accountability and transversal leadership**” explores the organizational change through the analysis of the relationship between the level of transversality of leadership and the level of shared accountability in the context of public hospital management. The existence of a good relational dynamic has a positive impact on the quality of collaborations through the reduction of negative perceptions. The case study carried out with five hospital organizations allows to identify the development of new ways of collaboration.

All these contributions invite us to take a new look at the more global issue of “collaborative management”.

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Organizing collaborative management between public actors and civil actors: The boundary organization role of an association working for employment for young graduates

*L'organisation d'un management collaboratif entre acteurs publics et acteurs civils :
Le rôle d'organisation frontière d'une association d'insertion
dans l'emploi pour les jeunes diplômés*

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ABSTRACT

While associations are increasingly contributing to public action, little work analyses their collaborative relationships to public actors. In this article, we study the case of the association *Nos Quartiers ont des Talents* (NQT) which accompanies disadvantaged young graduates seeking employment, in order to understand the organizational conditions of collaboration between public, private and associative actors. We show through its “boundary work”, this type of association constitutes a boundary organisation, capable of fostering collaborative management

between public, private, and associative actors in which the public actor is not central, and which allows for the co-construction of a service of general interest. We identify four key factors accounting for the association’s boundary work: the common framework, territorial adaptability, a meeting place for catalysing innovation, and an agile structure combining standardisation and flexibility.

Key-words

Boundary work; Boundary organisation; Collaborative public management; Platform actor; Association; Employment

RÉSUMÉ

Alors que les associations contribuent de façon croissante à l'action publique, peu de travaux analysent leur relation à l'acteur public sous la forme d'une collaboration. Dans cet article, nous étudions le cas de l'association *Nos Quartiers ont des Talents* (NQT) qui accompagne des jeunes diplômés défavorisés vers l'emploi, pour comprendre les conditions organisationnelles de la collaboration entre acteurs

publics, privés et associatifs. Nous montrons que ce type d'association, au travers d'un « travail aux frontières », constitue une boundary organization, à même de favoriser un management collaboratif entre acteurs publics, privés et associatifs dans laquelle l'acteur public n'est pas central et qui permet de co-construire un service d'intérêt général. Quatre facteurs clés ressortent de l'analyse pour rendre compte de ce travail aux frontières : le cadre commun, l'adaptation aux territoires, l'espace de

rencontre pour catalyser les innovations, et une structure alliant standardisation et souplesse.

Mots-clés

Travail aux frontières (boundary work) ; *Organisation-frontière* (boundary organization) ; *Management public collaboratif* ; *Acteur plate-forme* ; *Association* ; *Emploi*

1. INTRODUCTION

In a post New Public Management (NPM) context where inter-organisational coordination is key (Christensen & Laegreid, 2011) and where civil initiatives develop in the face of the difficulties of public authorities to respond to societal challenges, research is multiplying to understand how social and solidarity economy organisations contribute to public action (Laville & Salmon, 2015). Among the actions carried out, some are based on the articulation between public, private, and associative actors. We are interested in these actions and seek to identify the organisational conditions for performance and success.

We align ourselves with collaborative public management theory (Agranoff & McGuire, 2003; McGuire, 2006), which examines overcoming organisational boundaries to enable a renewal of public action based on collaboration between heterogeneous actors. Collaborative public management is in fact a response to the challenges of integration and coordination inherent in collective public action. “Collaborative means to co-labor, to achieve common goals, often working across boundaries and in multi-sector and multi-actor relationships” (Agranoff & McGuire, 2003, p.3). This research stream pays “renewed attention to forms of organization that cross agency boundaries” (O’Leary & Vij, 2012, p.507), and focuses on the changing role of public managers. This is because they can no longer simply manage the organization whose problems are in their purview (*Ibid.*), but must work together with actors outside of their organisation to solve problems that could not be solved otherwise.

Numerous works in collaborative public management question the notion of boundaries in relation to organizations (Lamont & Molnar, 2002), and open up interesting avenues of analysis for studying collaboration in public management. It is often the public actor who, as a matter of course, bears the heavy task of creating a shared framework for a partnership (Geddes, 2012). Nevertheless, this responsibility sometimes falls to an associative actor, who then takes the place of the public actor at the centre of the collaboration. This situation is all the more interesting to study as it goes against the evidence of the primacy of the public actor and could open up new perspectives in terms of collaborative public management. Thus, we will ask how an associative actor can promote “*boundary work*” that initiates and supports collaborative public management. This is our research question.

To answer this question, we study the case of the association NQT, which helps young graduates from priority neighbourhoods and/or modest social conditions to find a job that matches their diplomas, thanks to a system of mentoring by experienced executives. During a intervention research (David, 2012), we helped this association characterize its model on the occasion of its 10th anniversary, within the framework of writing a white paper, which the association submitted to the President of the Republic in 2015. Through the formalization of this model, it was also a question of understanding the success of a multi-partner collaboration between public, private and associative actors. The analysis of this case makes it possible to identify a specific type of mechanism that favours collaborations of this nature – in this case, that of an association playing the role of *boundary organization* (O’Mahony & Bechky, 2008) – and to explore how it contributes to *boundary work*.

2. THEORETICAL FRAMEWORK

First of all, we return to the research examining collaborations between associations and public actors. These works emphasise the necessary concertation between heterogeneous actors. This leads us to mobilize research on the notion of boundaries, and more particularly, the way in which “*boundary work*” can facilitate this articulation.

2.1. What kind of collaboration between associations and public actors?

By their very nature, associations and public actors seem to exist as opposites. Indeed, associations are founded on the basis of private initiatives and engage in civil society projects, whereas the public actor fulfils, in a top-down manner, a public service mission. However, associative projects sometimes encounter missions in the public domain, and associations can then, as Marival (2011) explains, be qualified as intermediate spaces between the public sphere and the market. Indeed in various sectors, associations maintain very close links with the public actor¹.

Many of these analyses thus focus on the question of relations between the State and associations. However, the question is often dealt with from the point of view of the public actor, and understood in a monolithic way, focussing on its disengagement (Cottin-Marx *et al.*, 2017) or its inadequacies. The pressure linked to the difficult financing of associations and public services underlies thinking about the evolution of the relationship between these actors. Much less frequently does analysis focus on the co-production of a service of general interest bringing together heterogeneous actors.

Laville (2010), however, argues that it is necessary to move from a problem of instrumentalization, according to which associations are “the Trojan horse of the disengagement of the State”, to another problem that

places “the link between collective action and public authorities” (p.163, our translation) at the heart of the discussion. Several authors have taken the path that Laville proposes. For some, the role of social entrepreneurs and innovators that associations play (Lévy & Rival, 2010) leads them to identify and respond to unmet social needs. The initiatives launched by associations would then complement the actions deployed by public actors. To qualify the links between public actors and associations, some even go so far as to speak of “co-management” of certain public policies (Demoustier 2005), while others simply point to the existence of “multiple forms of interaction” (Marival, 2011).

Multi-stakeholder cooperation thus appears as another entry point for analysing the construction of services or devices of general interest (Michaux *et al.*, 2011). In particular, it enables us to understand the day-to-day and long-term functioning of a co-production. It is no longer a question of knowing whether or not associations provide a public service, whether or not they are used as instruments, or whether or not they are under pressure, but rather of understanding their role in the multi-actor system and the way in which they use their unique positioning. This question is all the more important as associative action is often nested in those interstices not covered by public action and that it responds to needs not taken up by the market. Associations sometimes even succeed in getting private actors (merchants) to cooperate with public actors who would otherwise not have been able to do so.

Associations can thus give impetus to new collaborative configurations, whose innovative character questions the reciprocity between actors, the autonomy they can demonstrate, and the independence they can have. It is this dynamic that we want to explore in this article, by questioning the new place that associations can take in this type of cooperation.

This question echoes the work on collaborative public management. The latter emerged as a reaction to the New Public Management movement. On the one hand, it was a question of a public player who saw traditional public services slipping away from

¹ All the more so as some associations source part of their funding from them, and may even substitute the public actor for certain missions, which raises the question of their instrumentalization.

him (Anttiroiko & Valkama, 2016, p.678) regaining control through the integration of the various contributors to public action. On the other hand, it was a question of better taking into account the complexity of the latter, which requires the intervention of several actors on both sides of defined borders (Kettl, 2006), and therefore better horizontal coordination in the form of a network, a team, or a project (Christensen & Laegreid, 2011).

Questions of integration and coordination are therefore central to thinking about collaborative public management. Yet asserting that the public actor remains the “hub of all connections”, as Geddes (2012, p.949) reminds us, and maintains a central collaborative position often proves problematic. This centrality of the public actor can indeed generate an asymmetry that runs counter to collaboration. Thus, Bureau *et al.* (2013), but also Chabault and Martineau (2013), point out the risks of too much State control. From a distance, without a real understanding of what is happening in the field, the constraint exercised by this dominant central actor can hinder the desired logic of collaboration.

Research in collaborative public management thus converges on the need to cross institutional boundaries in order to bring stakeholders closer to public action. Ideally, this occurs in a balanced and reciprocal relationship that guarantees stakeholder autonomy (Agranoff & McGuire, 2003), rather than favouring the trope of the public actor as centralizer. The notion of “*boundary work*” (Quick & Feldman, 2014), which makes it possible to work on developing a common framework (Emerson *et al.*, 2012), thus appears to be essential for collaborative action. It is this *boundary work* that will be at the heart of our reflection.

2.2. The drivers of “boundary work”

The search for a common framework

Several authors question the kind of framework needed to overcome differences between actors. Some research in public management have already pointed out the importance (and the difficulty) of a framework shared by the actors (Muller, 2000;

Lascoumes & Le Bourhis, 1998). More recently, the work of Chanut and Rochette (2012) described the manufacture of the “Auvergne” brand and showed in particular how the various protagonists found ways to agree, by acting “on the basis of common conventions (notably the formalized brand code), work habits and also common interests” (*Ibid.*, p.502).

The same concern for a common framework can be found in research on collaborative approaches in public management, since Quick & Feldman (2014) evoke the idea of a “framework”. Emerson *et al.* (2012) base the existence of a collaborative governance regime on a virtuous dynamic combining several ingredients. Firstly, a principled commitment is built, which gradually makes it possible to identify the various partners, and lead them through a series of iterations to a shared vision of the goal and an equally shared “theory of action” (2012, p.11). The existence of a “shared motivation” is the second ingredient that enables the collaborative dynamic. It is based on “trust” and “understanding” between partners, and requires the project’s internal “legitimacy” for each partner, as well as an ensuing “commitment”. Finally, Emerson *et al.* include in the virtuous circle of the collaborative governance regime the need for a “capacity for joint action”, which is distinguished by the fact that acting collectively gives a better capacity to achieve the goals set (through sharing resources, knowledge, a combination of kinds of leadership, etc.).

The development of this common framework for actors requires in any case effective *boundary work*, i.e., work on boundaries to build bridges between stakeholders in public action rather than walls, in order to invent new and inclusive solutions (Quick & Feldman, 2014, p.690).

Boundary work practices

The notion of *boundary work* was originally proposed by Gieryn (1983) to highlight the differences between social groups. Gieryn proposed this concept to explain how, in the scientific field, boundaries are established between what is and what is not science (as opposed to religion, ethics, or other), and which mechanisms scientists mobilize to protect what they consider to be their domain of legitimacy. In these

early understandings, *boundary work* was thus intended to delineate the boundary. In fact, many authors have taken an interest in *boundary work* to understand how it distinguishes (Burri, 2008), or how it legitimizes and opposes (Gieryn, 1999). In contrast, other authors are interested in *boundary work* as a creator of collaboration.

In the context of collaborative public management, Quick & Feldman (2014) propose the latter focus by identifying two contrasting ways to consider boundaries: either as barriers, in the same line as previous authors, or as porous junctures, “that enable diverse connections” (p.674). They identify three *boundary work* practices that create connections and act as an “*orienting framework*”. The practice of “*translation across differences*” aims to achieve multivocality, which may involve the creation of a new language or a new mode of expression. The practice of “*aligning among differences*” involves accepting differences and considering them as a starting point for the emergence of shared interests. The third practice, “*decentering differences*”, involves minimizing differences (e.g., by focusing more on points of agreement than disagreement, or by creating a new, more neutral space for collaboration).

Supporting *boundary objects* or *boundary organization*: reconciling convergence and divergence

The perspective on *boundary work* resonates with the reflections of Star and Griesemer on *boundary objects* (Star & Griesemer, 1989), which seek to better understand how communication takes place between different social worlds. *Boundary objects* have a stable and shared structure, but can be interpreted in different ways, allowing different actors to maintain their own frame of reference and pursue their own interests, while coming together around the object (Star & Griesemer, 1989; Bechky, 2003), which then serves as a common framework. However, these are material or symbolic artefacts.

In a related perspective, scientific sociologists have proposed the notion of *boundary organization* (Guston, 2001), notably to study organizations bringing together scientists and non-scientists (e.g.,

politicians). The *boundary organization* is based on mechanisms that reinforce converging interests, while allowing divergent interests to exist. It therefore acts as a bridge, just like *boundary objects*, but the processes studied here are organizational in nature: “boundary organizations can accommodate the varying interests of parties by providing a mechanism that reinforces convergent interests while allowing divergent ones to persist” (O'Mahony & Bechky, 2008, p.426).

O'Mahony and Bechky's contribution would be precisely to have identified the organizational mechanisms that play the same role as that of *boundary objects*, i.e., to reconcile convergence and divergence. They also draw attention to original and new organizational forms, namely, *boundary organizations* created specifically to enable *boundary work*.

The authors identify four main areas fostering collaboration, echoing questions in the public management literature:

- governance, also highlighted by Favoreu *et al.* (2016, p.449) who study the processes of setting up and governing multi-stakeholder networks by analysing in particular the role of the pivotal actors, public or private;
- control of production, and rules of membership, which correspond to the capacity for joint action and principled commitment already discussed above (Emerson *et al.*, 2012);
- and property management, which is concerned with the rights of each organization over what has been produced.

These areas are in addition to those pointing to the role of shared language (Quick & Feldman, 2014) and motivation (Emerson *et al.*, 2012).

2.3. Our problems and our questions

In short, we mobilize research into *boundary work* and *boundary organization* to question the collaboration between public and private actors and associations. By paying attention to the characteristics

WHO?	Who participates? Who decides? Who owns it?	Principles-based commitment (Emerson <i>et al.</i> , 2012), membership (O'Mahony & Bechky, 2008) Governance (O'Mahony & Bechky, 2008; Favoreu <i>et al.</i> , 2016) Ownership (O'Mahony & Bechky, 2008)
HOW?	What are the production processes? What is the language used?	Capacity for joint action (Emerson <i>et al.</i> , 2012), production control (O'Mahony & Bechky, 2008) Common Language (Quick & Feldman, 2014)
WHY?	What mission? What goal?	Shared motivation and principled commitment (Emerson <i>et al.</i> , 2012)

Table 1 – Ingredients of *boundary work* and *boundary organizations* supporting multi-stakeholder collaboration

of the *boundary organization* (as synthesized from our literature review in Table 1), we wish to account for the importance of organizational mechanisms supporting the development of a common framework necessary for collaboration, without reifying boundaries, or postulating in advance the centrality or dominance of the public actor.

3. CONTEXT AND METHODOLOGY

In this section, we present the case study on which our analysis is based, as well as its interest and context. We then shed light on our methodology, which combines intervention research (David, 2012), observations, and interviews.

3.1. The interest of the case

The case study on which we are relying is the result of work carried out as part of an intervention research project, following a request from the association

NQT (acronym for *Nos Quartiers ont des Talents*). NQT works to integrate young graduates from priority neighbourhoods and/or those with modest social status into the job market. The NQT model may not seem particularly original from the point of view of public employment policy. Indeed, many studies highlight the generalisation of such support since the early 1990s (Goux, 2009), sometimes uncritically (Fretel, 2013), and the opening of public service to private placement operators (Divay, 2009). In addition, the levers of sponsorship and, more broadly, the principles of positive discrimination are already well-known. Nevertheless, NQT stands out in terms of the target population segment (young graduates from sensitive neighbourhoods and/or from modest social backgrounds) and the impressive quantitative results claimed².

The action of this association is mainly based on the large-scale organisation of a system of mentoring by experienced professionals young graduates looking for work. These professionals are executives employed in private or public “sponsor-partner” organisations. In concrete terms, young graduates who meet the scheme’s eligibility conditions are assigned a sponsor, who will accompany them for a few months by meeting with them regularly, help

² On its website in November 2019, NQT cited having accompanied more than 48,000 young people and stated that “70% of accompanied young graduates find a job in 6 months on average” (our translation).

them refine their professional project, give them the benefit of their professional network, put them in an interview situation, etc. The objective is achieved when the young graduate, seeking employment, finds a position matching his or her level of qualification.

On its 10th anniversary, the association sought to write a white paper to be presented to the President of the Republic³, François Hollande, and asked a team of researchers to contribute to it. Specifically, the aim was to highlight the operating model underlying the association's action. The white paper thus functions as a time marker, signalling a certain maturity of the associative model. By mobilising partners by itself, particularly private companies, the association was not operating in the logic of subcontracting to private placement operators, thereby meeting the specifications of Pôle Emploi. It participates therefore in value creation that is both shared and plural. Plural because each partner finds in the experience a source of value creation, and shared, because NQT, through “*boundary work*”, succeeds in coordinating the actions of the different actors. The NQT model is in fact based on cooperation between many actors who all participate in the value creation the association generates.

The question for us as researchers was to report on the gradual establishment of a multi-partner collaboration bringing together heterogeneous players, and co-producing a service of general interest. In particular, we wanted to analyse it as an innovative organisational mechanism supporting *boundary work*. We wanted to understand how this mechanism fostered collaboration leading to the construction of a common framework, as well as to the implementation of an innovative employment policy proposition for young people.

3.2. NQT's development context

The association was originally created in the Seine-Saint-Denis (93) poor area. The two founders of the association met there in 2005, within the framework of a local employers' association, the Medef 93.

Taking advantage of the links already forged with both companies and local elected officials, they created within this local Medef initiatives to help young graduates. Their project was to promote equal opportunities, starting with “their” territory (to “save” young people with diplomas in hand, but struggling), and, with this in mind, to create a mentoring system with experienced managers.

From this creation, several types of actors with very different logics intervened. Thus, the founders, driven by a logic that is both entrepreneurial and humanistic, found support from public (the prefect, the director of the local ANPE), political (the local MP) and economic (the president of MEDEF) actors. They immediately understood the value of going beyond the existing institutional boundaries. For each of the players, the value created by the scheme took on a different hue, but in return they also contributed collectively to creating an offer based on this plural value. This value at the outset was expressed above all in terms of action to “save the young” for the “Seine-Saint-Denis territory”.

A first experiment concerned 200 young graduates for whom meetings with company executives would be organised. It was a success, and the association was born the following year in 2006. Very early on, the choice of large-scale development was in the minds of the founders (encouraged in this by both the president of Medef and the prefect), which immediately raised the question of extending the model to the national level. Soon, another major player would make an entrance. These are large companies, which are a reservoir of sponsors and which were interested in this partnership as part of their CSR policy. They too encouraged NQT to develop nationally. The association was therefore launched on this ambitious basis, which allowed NQT to develop its model further.

3.3. Methodology

At the request of NQT's managers, we wrote an analysis that has been used as a basis for a large part of the white paper published by the association on the

³ This presentation took place at the Elysée Palace on 21 October 2015. The white paper is entitled “Relançons l'ascenseur social” (Let's relaunch the social elevator), published by the association NQT, and was published in 2015.

occasion of its 10th anniversary. To do this, we began collecting data, both through interviews and observation. We conducted 20 interviews with employees, directors, and partners of NQT, and 17 interviews with young graduates, between May and August 2015. These interviews were supplemented by documentary analysis. Finally, over 10 half-days and evenings, we carried out in-situ observations focused on the “ordinary” operations of the association.

It is from this empirical material (summarized in Table 2) that we were able to reconstitute the key practices of the association, its history, and evolution, in order to trace the foundations of the association, its strategic, organizational, and managerial choices, and thus identify the main components of the NQT model. In an inductive way, and by comparing our analyses of the data within the research team, we sought to characterize the functioning of this association.

Moreover, our research position can be considered as close to intervention research insofar as the white paper was a major issue for the actors of the association (David, 2012), and as we contributed to its writing by restoring the developed model. Thus, we sought to grasp the model from within the association, basing ourselves mainly on the organisational logics explained by the actors. For our analysis, we identified and compared the points of view of the various stakeholders, focusing primarily on the unifying elements, which they thought constituted a model. This discursive data was triangulated with our observations and the documents we consulted.

In addition, we sought to highlight from the corpus of data the main stages in the association’s history, from its foundation to its tenth year, and identify its key moments and founding principles. This twofold analysis of the operation of the association at the time of our presence and the history of its development seemed the way to highlight the salient features of the “NQT model”.

As we had to report regularly on our progress at the meetings of the steering committee of the white paper project, we were able to attend and even take part in, an on-going discussion on the historical foundations of the association, what characterized it at the time of the research, and how it could project itself into the future. Participating in the writing process therefore

led us to present the results of our analyses to the actors, and allowed us to benefit from their critical re-reading of our representation of NQT. By taking part in a discussion with the association's stakeholders on what characterized it, on the partners' issues, and on the partnerships to be created or strengthened, we were able to complete and better analyse our data.

4. EMPIRICAL RESULTS: the NQT association at the heart of a *boundary work*

Our analysis of the empirical data led us to highlight the key points that contribute to the *boundary work* and to the emergence of a public and collaborative service. The particularity of the latter is that the public actor is not at the heart of the *boundary work*. This role is assumed by the NQT association, which acts as a *boundary organization*. Indeed, engineering collaboration is part of the DNA of this association, marking its foundation and the different stages of its growth. NQT succeeds in making a common framework coexist with heterogeneous or even divergent logics.

In our analysis, first of all, we show the construction of a common framework enabling the integration of the various stakeholders. We then identify the different methods used by the association to reconcile this common framework with the divergences inherent in the heterogeneity of the partners: the play on the territorial dimension, which allows adaptability to specific local configurations; the continuous incentive to innovate, which leads to a differentiation of the offer proposed by the companies, while remaining within the common framework; and, finally, the search for a balance between global mechanisms that promote rationalisation and other mechanisms allowing flexibility.

4.1. A common framework to bring together actors from different worlds

A first aspect of “*boundary work*” was the values and expectations of the different stakeholders. As one NQT manager put it: “*The institutional, public side follows*

<p>Semi-directive interviews</p>	<p>20 interviews (excluding young graduates), lasting from 30 minutes to 3 hours, were conducted from April to July 2015 with representatives of the association's various stakeholders:</p> <ul style="list-style-type: none"> ▪ Employees (interviews lasting between 1 and 3 hours): 2 interviews with the management of the sponsorship division, 2 interviews with the development division (the director, the head of institutional partnerships), 1 interview with the head of the communication division, 2 interviews with the founding president, 2 interviews with the founding director, 1 interview with the deputy director, and 1 interview with a regional regional development officer ▪ Patrons: 2 interviews with representatives of private companies, and 1 interview with a public actor ▪ Sponsors within companies (5 interviews, from 1/2h to 3h, and use of an internal survey) <p>17 interviews with Young Graduates benefiting in July 2015 (duration from 1/2h to 1h30)</p>
<p>Internal documents</p>	<p>Activity reports, action memos, internal processes, press articles, communication publications (multimedia documents).</p> <p>Reports on the stages of the Tour de France des Régions in 2015, written by the Communications Department</p>
<p>In-situ observations (March to June 2015)</p>	<p>Sponsorship event (sponsorship night)</p> <p>Observation of workshops offered to young people at NQT and in companies (2 half-days)</p> <p>Clubs for Young Graduates organised by local authorities (2 sessions of 2 hours each)</p> <p>Observation of the sponsorship team: 1 day</p> <p>Accompaniment of the directors and the communication team in Lille on a leg of the Tour de France of the regions: 1 day</p> <p>Participation in an event to sign an agreement with a city in the Ile-de-France region (one evening)</p>
<p>Observation and meetings at the governance level (March to June 2015)</p>	<p>Observation of a strategic workday of the Board of Directors: 1 day</p> <p>Observation of working meetings in sub-groups with directors, sponsors, often NQT referents for their companies and sponsors themselves (Orange, LVMH, BNP-Paribas, Carrefour, etc.)</p>
<p>Working meetings for the co-construction of the White Paper</p>	<p>4 meetings, from March to September 2015</p>

Table 2 – Data collected

us for the most part because we have this business side. [...] And we have also seen, conversely, for a number of years that, for companies, this is something important to them, that the public side, the institutional side, globally, also supports us, because it gives us this legitimacy, this aura". Or a manager of the sponsorship division: "And we have to pay attention to this internally because we really need to have the point of view of the company, the young people, and the sponsors. You have to have all three points of view".

The NQT association thus offers its partners a unifying framework where tools and values close to the company co-exist with humanist values, which encourage membership. On the one hand, therefore, the company's operating methods, according to one NQT referent company manager, disclose "the association's professionalism" and that "it is an association, of course, but it has the same requirements as if it were a Nasdaq-listed company, to put it simply, i.e., with very clear reporting, figures, data, etc., audited accounts, of course..." On the other hand, as a founder of NQT recounts, it espouses the promotion of humanist values: "When Marie-Christine, who managed contacts with companies, went to see them, she went to see them to take part in a human adventure. She would say, 'That's what we're trying to do, come with us! You're going to help us do something that makes sense.' And in fact, that's what kept them loyal".

NQT's players are constantly highlighting their historical partners and meeting their expectations. However, NQT's promotion of the historical players is not to the detriment of the other partners and their integration. Indeed, all the communication work of NQT, through the media, but also through annual or one-off events, plays a major role in highlighting the actions already carried out, and the commitment of historical partners, to make NQT a community gathered around a mission:

"With more than 600 events each year, the association promotes local links between young beneficiaries and companies. For Nos Quartiers ont des Talents, the choice of a professional orientation that is not adapted to the needs of companies is a discriminating factor. This is why, since 2010, it has created the National Meetings [...] which have brought together

thousands of students and young graduates. Nos Quartiers ont des Talents is a facilitator of positive links both at the level of its partners and of the young people who commit to the scheme". (Excerpt from the 2012 activity report).

Historic partners help to give meaning and visibility, which helps to generate enthusiasm, attract new partners, and generate sponsorship vocations. Communication efforts (staging and setting the history of the association) serve to develop a common framework for all partners, and articulate modes of operation specific to private enterprise and humanist values.

Finally, the governance of the association plays an important role in ensuring that both this framework and the association's sense of purpose are maintained. The two founding leaders of NQT strongly embody the initial project and have been able to use their networks to rally prestigious personalities to their cause, whose endorsement is not without effect. It should also be noted that the Board of Directors is made up of all stakeholders, from young people to companies, even if they are not all equally represented. This diversity expresses the association's founding principle of bringing together heterogeneous actors around a common goal. As the president put it at a meeting of the Board of Directors: "We must have a common vision and share an ambition. Let this make us stronger. It is crucial that we all be here" (Observation note, March 2015). Even if the different actors may have different objectives, as a member of the board also puts it: "This association is moving very fast. At a certain point, you have to settle down, not scatter. This day can help the Board of Directors have a simpler dialogue. We are an association, with many partners: universities, cities... We have to be able to give these partners a vision" (Observation note, March 2015).

4.2. Dialectic between the local and the national: maintaining a capacity to adapt to local configurations

Even if the integrating framework can be made permanent, NQT is no less exposed to the risk of entropy. Indeed, the offer has evolved over the course of 10

years, since, having started in one territory, Seine-Saint-Denis, the association now extends to a large group of regions.

On the one hand, the common framework for the various actors involved in NQT is changing and gaining in scope: it moves from local action to a stronger, more national ambition, in this case, the fight for equal opportunity and the relaunching of the social elevator. This excerpt from one of the interviews with one of NQT's young graduates reveals the mechanisms leading to inequality of opportunity: *"I am happy that NQT exists, because the main problem of young graduates from the suburbs is the fact that they have no network, and the fact that they constantly devalue themselves. They say to themselves, 'Oh, this is not for me, I don't have the level.' And they've got five years of higher education, it's ridiculous, actually"* (Young graduate, passed by NQT).

The ambition of large-scale development is constantly present in the organisation's speeches, as if it were an integral part of the mission. The president of NQT regularly expresses such a message: *"when we started out in Seine-Saint-Denis, from the very beginning, we told ourselves that we wanted to duplicate the model on a national scale. We also told ourselves that we wanted to make a long-term commitment. Because we needed at least 10 years if we wanted things to change"* (Observation, Board meeting, March 2015).

The association achieves large-scale development by gradually adding regions to the scheme once it detects interest from potential partners. As the Director of Development explains: *"Take an example, a (banking) company that comes to us, tells us, 'you are not present in the central region ... we would be interested in accompanying you in your development, to find financing [...].' This gives a first envelope of financing, and once this first envelope of financing is acquired, [there is] the possibility of hiring a collaborator, who will have the task of finding new private financing."* NQT also pursues development in cooperation with the public actor: *"we are also listening to the requests and expectations of the State, which will direct us as specifically as possible towards certain regions more than others"* (Director of Development).

Such development means that the region is an important link in the chain, which leads to the adaptation of supply to local specificities. It is therefore a fundamental level of *boundary work* at NQT. In order to target the relevant public and improve *sourcing* (the ability to identify and then enrol young people in the system), NQT adapts its offer region by region, as a member of the Development division points out:

"In Lille, a big academy, we developed the system for the Bac+4 level. Initially, it was the same for both departments. But in view of the figures from Pôle Emploi, and also guided by the Pas-de-Calais Departmental Council, we also developed the 'our regions have talent' scheme, which is also available for those with three years of higher education".

According to a regional development officer: *"Today, in our region, we have 80 partners, including 50 companies. As we are in the region, we have two types of companies, those that develop a partnership at the national level, [like] Thalès, SG [Société Générale], Orange, which develop sponsorships ... But we also have a local anchorage, with companies that have a head office in the region"*.

This local adaptability goes hand in hand with an increasing emphasis on the association and its project at the national level. Thus, the association's brand is certainly crafted according to the types of territories (neighbourhoods, regions, overseas territories), but it is based on the same formula: 'our ... have talent'. Similarly, in parallel with the centrifugal deployment of the association, there is a constant reminder of the unity of the project. In 2010, for the first time, the National Meetings for Equal Opportunities would be organised. Held annually since then, these strong signs of gathering of the NQT community are part of an effort to integrate members. For the same purpose, an *online* community of sponsors has been created, which allows them to exchange with each other. Finally, the recognition of general interest, obtained in 2014, also contributes to reinforcing the symbolic representation of its existence at the national level.

Thus, it is not only the strength of the common framework that explains the success of NQT's collaborative approach, but also the dialectic that NQT manages to maintain between the national framework and the variety of situations that accompanies

expansion into new territories. Similarly, the link with the public player may vary from one territory to another, while relying on national representations. Thus, as it has grown, NQT has sought to intensify its relationship with Pôle Emploi, the French employment agency. The stakes were high, since the *sourcing* of young people represents a real difficulty for the association.

However, it is mainly at the local level that collaboration is observed, and more or less successfully depending on the case: *“With Pôle Emploi, there is a framework agreement at the national level. We signed a regional agreement last April, which was put in place to give impetus. Pôle Emploi remains the main player in sourcing. Contact the territorial directors, make them aware of this convention, they must do sourcing according to this convention on a regular basis”* (excerpt from interview with the Regional Development Officer). All depends on the Regional Director: *“In such territory X, there is good contact with the territorial director of Pôle Emploi, which makes things more efficient. It has apparently been decided that there should be a phone-call for young people, not just an e-mail contact, which also helps to attract them. But apparently, there was no phoning for the meeting that I attended, few people... They invited the young jobseekers (by mail), few are present”* (excerpt from observation note from the meeting at Pôle Emploi, May 2015).

At the same time, the founders also had the idea that another public player was concerned by NQT's mission, albeit linked indirectly to employment. It was a question of going up the food chain to act and collaborate at university level by transforming the question of accompaniment towards employment into a problem of orientation. NQT therefore established links with universities to work on student orientation. In this way, the association has sought to connect education stakeholders to its network of partners, indirectly connecting public employment and higher education stakeholders in each region.

The work on this territorial dimension refers to a first form of *boundary work*, which articulates the existence of a convergent global framework, and the acceptance of a certain heterogeneity carried by local actors at the scale of the territory, where another *boundary work* operates.

4.3. A meeting place: promoting and taking advantage of innovation opportunities

Another lever of action that we have identified, to reconcile the global integrative framework and possible divergences between the actors participating in the collaboration, is the encouragement of local innovation. We were able to see the progressive structuring of the association, notably through various innovations (brand creation, events, etc.) allowing its growth and adaptation to various contexts. In order to maintain its capacity for innovation, NQT thus encourages innovation in its partners, from which it takes advantage whenever possible, and then integrates them into its global offer.

Thus, NQT is constituted as a meeting place catalysing additional innovations compared to the basic model. With the dynamics of quantitative and geographical growth linked to the success of the sponsorship formula, new resources flow in, allowing for a dynamic of sustained, incremental innovation.

This is, moreover, an essential dynamic of the model. Necessarily, growth and innovation means obtaining new resources, not only traditional resources (such as volunteer sponsors), but also new resources that will enable innovation: a new partner enables the creation of a new federating event in which heterogeneous actors are involved; a new skill enables the organization of a new workshop for young people, etc. While bringing a certain heterogeneity to life, this enriches the offer and facilitates cooperation. Around the initial, shared driver of NQT's organisation of sponsorship, is thus created an enriched peripheral offer for young graduates (CV workshops, coaching, English language training, use of social networks proposed by partners, etc.). This adds to the value that young people can derive from their integration within the system.

This collective dynamic allows sponsors to adapt their contribution to their personal desires, while companies can do so for their internal challenges. For example, one company considered that it could give young people the benefit of its employees' experience in the context of a CV workshop, which it also presented to the employees as a *team-building* moment with more meaning and added value than a session of outdoor sports. The company approached NQT with this

proposal, which was compatible with NQT's mission and was therefore accepted. By constituting itself as a meeting space (here in the literal sense, since the workshop took place on the association's premises), NQT could adapt to the specificities of its partners while benefiting from their skills.

4.4. A structure with systems that combine rationalisation and flexibility

Boundary work is also based on the internal organisation of the association, which allows its inclusion in the partnership ecosystem providing human and financial resources. Internally, we find an agile structure that combines rationalisation in the service of the overall framework, and flexibility in the service of reactivity for all the beneficiaries of the service, whether they are young people or companies.

Sponsorship was thus quickly streamlined, since it was the “core of the reactor” of the association, according to one founder’s metaphor. A good practice reference framework drawn up with the help of AFNOR was followed up with a guide to the association's processes, drawn up on a voluntary basis by a quality specialist. In the same spirit of setting the rules for “good” sponsorship, the association director explained the association's desire to set up a “points system” to assess the admissibility of applications from young people.

In addition, an information system promotes the exchange of data accumulated when connecting young people and sponsors. As the director of the association points out, this system “*serves all the poles, communication, accounting, etc., so that everyone has the same level of information at all times*”. It is therefore a guarantee of the quality of the implementation of the sponsorship processes. Such an information system is a key element in the institutionalization of a shared vision of the association's mission, which enables it to ensure that sponsorship relationships continue in the desired spirit.

At the same time, however, the organization remains flexible and responsive. Responsiveness is all the more important as the development of a network

such as NQT is based on opportunities to be seized and the ability to play on different registers in order to interest current and future members in the long term. At the beginning of the association's history, this interest implied a very costly investment in time and energy, which mobilized the first members of the association very intensively. This is no longer the case, since a sponsor from Oracle suggested the idea of designating company referents who are responsible for finding sponsors within companies wishing to join NQT. This creates flexibility, and the possibility for the referent to adapt the specificities of his company to the system.

The NQT contact people in companies are thus a key part of the system and an essential element of this partnership ecosystem, allowing NQT to focus on the qualitative development of the offer. Companies are linked to NQT via an agreement, and it is the contact person who is at the interface with NQT, the association entrusting the contact to point out the company's specificities, and show flexibility in the implementation of its internal processes. As community facilitators, the contact people must bring together the sponsors of their company, but also encourage new vocations.

The contact people are supported in this by NQT employees, who regularly organize unifying events, and by sponsors from other structures, who wish to share their experience, as during “sponsorship reviews”, for example. The “sponsorship assessments” system is also a way of adapting to the specific characteristics of the company: “*sponsorship assessments consist of bringing together existing sponsors within the same company to hold a round-table discussion, exchange good practices, take stock of experiences, both positive and negative, and identify areas for improvement, things to be reworked, shortcomings, or to the contrary, the association's strengths. And these meetings are very important. Of course there are tools, but the sponsors are executives or company managers who are very busy and therefore do not necessarily take advantage of them. But above all, there are these meetings where they exchange ideas where such and such will say, ‘Well, couldn't you meet my protégé next week to do a mock interview because I've been following him so much that I'm no longer completely neutral?’ It is things like this that we're trying to create*” (member of the sponsorship division).

We have shown here that NQT produces *boundary work*, thanks to the different mechanisms put in place and its adopted structure, making it possible to give a common framework to the different partners while respecting the specificities of each one.

5. THEORETICAL CONTRIBUTIONS AND DISCUSSION

Our research contributes to the literature on collaborative public management by showing the organisational challenges of collaborative innovation, and the action of a *boundary organization* able to foster collaboration between public, market, and civil society actors. In addition, it also contributes to reflection on the relations between associations and public actors, by putting an associative actor at the heart of collaborative public management.

The organisational foundations of innovative collaborative management

The organizational dimension that supports collaborative management has received little attention. The various research projects have focused on the knowledge and skills of different *boundary actors* (Geddes, 2012), and therefore on a more individual dimension. By taking up the idea of a *boundary organisation* (O'Mahony & Bechky, 2008), our study confirms the importance of an organisation promoting more innovative and inclusive collaborative public management. This is manifest in its bringing together of heterogeneous actors and continuous inclusion of new actors, in its continuous development, and in its existence as a reminder of a common framework while meeting the specific expectations of each partner.

This organisation has the same characteristics as those identified in our literature review (see Table 1): rules of engagement (the conventions), balanced governance, ownership (of the stated NQT brand); control of key production processes (ISO certification); and a shared language (via storytelling) and understanding of the mission (through communication efforts). Beyond

this, we have identified in the case of NQT additional organizational levers that catalyse collaboration: the articulation between the territorial scales of collective action; the continuous incentive to innovate that leads to a differentiation of the offer the companies propose; and, finally, the tools that make it possible to combine rationalisation and flexibility.

In terms of collaborative public management, we have highlighted an ongoing work developed by the association on boundaries as identified by Quick and Feldman (2014), notably by highlighting complementarities and minimising differences in a collective and exploratory approach to diversifying partners. Compared to the case of free software, on which O'Mahony & Bechky (2008) theorized *boundary organization*, this example of collaboration is not limited to a triangular relationship, since the association's mediation transpires between more than two actors. Thus, if NQT was largely built as a movement of companies, its functioning is that of a composite actor, mixing representatives of the business world and public organizations without opposing them or ranking them a priori. NQT acts as a composite player deployed over a large number of territories but in a singular and local way in each territory. It steers this deployment by ensuring local articulation with other players, including a multifaceted State, encompassing employment and education actors. At the centre of the collaboration, the association creates different configurations adapted to the territories, thus favouring more efficient action on the part of the public actor. We find here the recommendation of Quick and Feldman (2011) not to reify categories (e.g. public/private) in order to encourage collaboration.

We also show that the association, as a *boundary organisation*, is characterized by a stable and durable structure (which allows for anchoring collaboration), while maintaining flexibility and constant adaptability to a variety of configurations of stakeholders. This requires rules of engagement that are flexible enough to appeal to a wide range of actors, provided that they adhere to the well-identified mission of the association.

The associative actor at the centre of collaborative management

It is interesting to note that, in our case, the public actor is not at the centre of the action, contrary to

what can be seen in research on collaborative public management. Even if some have already noted that the role of the public actor is likely to evolve to a more collaborative logic of public action (Favoreu *et al.*, 2016), our case shows a more peripheral place for public actors. The latter occupy a specific and above all variable place, depending on the direction taken by the association. Thus, Pôle Emploi played an important role at the very beginning with its initial boost, but then gradually found itself marginalised in the development of sponsorship (but without ever disappearing, since it holds the keys to accessing the target public). In addition, the flexibility of the association, although highly centralised, allows for various formats of collaboration with the public actor due to the territorialisation of its action.

In the case studied, it is indeed the association as a hybrid actor that remains central to the action, and brings together the various stakeholders, whose balanced representation it maintains through its governance. There is therefore a notable difference with the literature on collaborative public management, which places the public actor at the centre of the action as the “hub of all connections” (Geddes, 2012). This difference is likely to allow a reformulation of the issue of the disengagement of the State and its relationship to civil society. Hence the interest in using the notion of *boundary organisation*, which allows us to escape a dual approach to the relationship between the public actor and the association. The empirical case studied also shows the possibility of positioning reflection on collaboration on a much larger scale. Ultimately, this case invites us to question (or even put into perspective) the public actor’s role in collaborative public management – insofar as this actor is not always at the centre of the action – and to study more closely the role played by the associative actor and the practices it deploys to support the collaborative dynamic.

Another look at the relationship between associations and public actors

This point is also of interest with regard to the literature on associations and their relationship to the State. NQT exemplifies the case of an association that initiates and develops its own relationship with the public actor in a very pragmatic way, both in terms

of its relationship with the public actor itself and its interlocutors (since NQT specifically targets public actors that are relevant to its action and indirectly operates to connect them). In our case, we are very far from a reflection on the public actor as a “block unit” in its relationship to the associative world. Indeed, one might even wonder whether the action of this associative actor does not end up “making” public policy. In this perspective, NQT’s approach is interesting to observe because the association seeks autonomy – it limits the extent of public financing in order to safeguard its autonomy; but at the same time the drafting of a white paper presented to the President of the Republic marks a willingness to engage with the highest level of the State in order to derive legitimacy from it. It is also a way of formalising a model of action, which can then be appropriated.

A platform actor?

NQT’s development has shown its constant aim to communicate the association’s mission, and the scope of what it undertakes. This includes internal communication, but also communication with the media and partners, extending up to the very presidency of the Republic. The values, mission, and results are shared very widely and cross existing organizational and institutional boundaries through crafted storytelling, which corresponds to this common language (Quick & Feldman, 2014) so necessary for the development of a common framework. Indeed, it gives substance to a common framework that maintains a dynamic around the project. This dynamic illustrates the virtuous circle conceptualized by Emerson *et al.* (2012). The common framework referred to here is progressively developed and substantiated, without being too constraining for the actors at any time. A balance is maintained so as to obtain a flexible framework that stimulates innovation and facilitates collaboration through shared principles (for example, the aim of sponsors is not to hire the young people they sponsor, but to accompany them on their path to employment).

However, the organizational principles we have just reviewed are enacted through the tools and structures deployed by the association, which thus constitutes a highly equipped intermediate space. It remains at the centre of the action, if only because it supports the common framework. Our analysis thus echoes the

work of Geddes (2012), but, in the case studied, it is the associative actor who plays the role of platform and not the public actor. As a result, this case enriches the literature on collaborative public management in the sense that it shows the usefulness of placing the organisation and its tools “promoting innovative spaces” at the centre of the reflection (Grenier, 2014).

6. CONCLUSION

The study of the case of the NQT association has highlighted the importance of organizational mechanisms to promote collaboration between public actors and civil society. We identified a set of organizational characteristics, salient in this case, and which would be interesting to study in other cases of collaboration. Moreover, our case illustrates the relevance and potential of the notion of *boundary organization* in the context of collaborative public management. It allows us to envisage a new role for associative actors, namely, that of a platform.

Several managerial recommendations emerge. From the point of view of the associative actor, working as a *boundary organization* consists of building rules of engagement that are flexible enough to interest many actors, while uniting them around the mission of the association. It can thus be observed that the construction of a common framework is certainly driven by shared values and a shared goal, but also by a common structure and management tools, which make it possible to combine rationalisation and flexibility, and which are accepted by the various stakeholders. The associative actor also succeeds in *boundary work* because it mobilizes different territorial scales of collective action, and relies on a continuous incentive to innovate, which leads to a locally adapted differentiation of the proposed offer.

From the point of view of the public actor, it seems important to recognize the complementary roles of public actors and associations, and to think of the territorial level as the place for such an articulation. The cooperation between public actors and associations is not top-down, but the association creates different

configurations adapted to the different territories, thus favouring greater efficiency of action on the part of the public actor. For the latter, thinking differently about collaboration means accepting a role that is undoubtedly more marginalised and fragmented, but which allows it to respond to expectations that are also more local and diversified.

At the end of our discussion, however, other questions remain that we were not able to analyse in the framework of this research: the capacity of such a space to protect the general interest in question⁴ through balanced governance; and the legitimacy of an emerging and therefore most probably local functioning, where public action is most often the result of a general, or even universal, reflection. On this last, it would be advisable to continue the reflection by asking how this entrepreneurial flexibility can accommodate existing public institutions, and the values they hold, beyond the first years of collaboration. In other words, it would be appropriate to consider the possible linkage between a pragmatic approach geared towards innovation and a more normative approach to public action. The latest developments of the association, which now claims to have ambitions for the 100,000 young people it supports, makes this question unavoidable.

Finally, the reflection proposed here on an association at the centre of collaborative management can also be related to research on inclusive forms of collaboration around themes of general interest. It will also be possible to question the role of associations to promote this inclusion, and the forms of participatory democracy that can be associated with it, to enrich the forms of debate around themes of general interest.

⁴ Namely, to promote access to employment for young people from disadvantaged neighbourhoods and/or social backgrounds.

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The development of employability to foster organizational loyalty of the agents to the Territorial Public Service: the role of self-efficacy

Le développement de l'employabilité au service de la fidélité organisationnelle des agents de la Fonction Publique Territoriale: le rôle du sentiment d'efficacité personnelle

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ABSTRACT

The environmental uncertainty and the increasing expectations of the users favor the hybridization of the public and private sectors encouraged by the New Public Management. The great challenge of the public service is to do more with less. Employee loyalty to the organization seems all the more necessary to move towards a public service of high standard. Following this observation, the present

article proposes a quantitative study to know the influence of the development of employability on the organizational fidelity of the agents of the Territorial Public Service through the prism of individual self-efficacy.

Key-words

Employability; Loyalty to the organization; Individual self-efficacy

RÉSUMÉ

L'incertitude environnementale et les attentes croissantes des usagers favorisent l'hybridation des secteurs public et privé encouragée par le Nouveau Management Public. Le grand défi de la fonction publique est de faire plus avec moins. La fidélité organisationnelle des agents employables apparaît plus que jamais nécessaire pour tendre vers un service public de qualité. Sur la base de ce constat, le présent

article propose une étude quantitative permettant de connaître l'influence du développement de l'employabilité sur la fidélité organisationnelle des agents de la Fonction Publique Territoriale, à travers le prisme du sentiment d'efficacité personnelle.

Mots-clés

Employabilité ; Fidélité organisationnelle ; Auto-efficacité personnelle

INTRODUCTION

According to a 2017 study analysing the content of job offers ten years apart, changes in the Human Resources Function (HRF) are materialised by the desire to accentuate “proximity” and “support” “internal customers”. One of the challenges of the learning society, characterised by a culture of learning and information, is to build loyalty among employable employees by supporting them in the development of their skills.

The evolution of the psychological contract puts employability back at the heart of organisational concerns. Permanent change challenges the classic career model and requires the entity to develop the skills of its members in order to claim flexibility and performance. The current model imposes proactive individuals within a reactive structure.

The public sector is following this trend. The New Public Management (NPM) appeared in the early 1980s and challenged the Weberian model presented as rigid, costly, not very innovative and too centralized (Laufer and Burlaud, 1980; Hood, 1991; Osborne and Gaebler, 1992). It promotes the opening up of the public sphere to private sector management tools and methods deemed more effective. The NPM promotes autonomy, flexibility and responsiveness in order to achieve the results set.

This decompartmentalization between the private and public sectors nevertheless remains relative. Rogard and Perez Becerra (2015) reveal that the psychological contract of Territorial Public Service (TPS) agents retains certain specificities. The commitment to remain in the structure on a long-term basis does not appear to be an obligation for the agents, however, the latter expect the employer to guarantee them long-term employment.

The public service is not subject to “hypercompetition”, yet the economic situation of recent decades has forced it to tend towards “hyperoptimisation” of its resources. According to Savall and Cappelletti (2018), users' expectations of public services seem to be stronger than ever: security, justice, education, culture, health, migrants, etc. The challenge for public officials is to do better with reduced or identical

resources. The authors use the term “public productivity” and reveal the existence of significant “hidden costs” within the TPS offering room for manoeuvre.

The loyalty of employable agents is becoming essential in order to satisfy users and to meet the increasing demands for flexibility and performance in this sector. This observation leads us to propose the following problem:

Does the development of employability within the Territorial Public Service affect the loyalty of agents? What is the role of the feeling of personal efficiency?

The hybridisation of the public sector is pushing research focused on public management to investigate fields traditionally associated with the private sector. This work is in line with the NPM, however, it acknowledges that a simple transfer of principles and methods from the private sphere to the public sector does not necessarily guarantee the performance of the administration. According to Noguera (2010), the NPM does not imply a mechanical transfer but requires a rigorous observation of the behaviours and specificities of the public context in order to optimize the transfer.

To the stated problem, this research proposes to **test the influence of employability development on the organisational loyalty of employees via the prism of the feeling of personal effectiveness.**

The first part of this work is devoted to the theoretical framework; it makes it possible to analyse the literature and to formalise the hypotheses. The second part presents the methodological approach and the results of the survey. Finally, the third part opens on the general discussion and conclusions of this study.

1. THE LINKS BETWEEN EMPLOYABILITY, ORGANIZATIONAL LOYALTY AND SELF-EFFICACY

The literature review clarifies the approach to employability and organisational loyalty. The feeling of personal effectiveness offers an analysis of the possible links between these concepts via the triadic causal reciprocity model.

1.1. *Employability: a paradoxical concept*

The evolution of the psychological contract explains the increased importance given to the notion of employability (Hofaidhllaoui and Roger, 2014). The rise of the “borderless” career model presents the individual as the “selfentrepreneur” and underscores the ephemeral nature of organizational loyalty. The emergence of the learning society, however, positions the human being as the capital element and requires the organization to develop the employability of its members.

Lemire and Saba (2005) point out that environmental changes are pushing public organizations to seek flexibility, creativity and performance and are logically less able to offer job security. Despite its specificities, the territorial civil service seems increasingly concerned with instability and favours the emergence of a nomadic career model, placing employability at the centre of attention. By considering the employability of its agents, the public organisation demonstrates adaptability and is part of a process of continuous improvement.

This work considers the proactivity of the individual. Employability is approached using the resource-based approach and defined as the acquisition and permanent fulfilment of employment through the optimal use of skills (Van Der Heijde and Van Der Heijden, 2005 and 2006). Employability appears as a category of resources in the sense of Hobfoll (2001), insofar as it allows to acquire and/or retain resources that can strengthen the competitiveness of the organisation and make it more

efficient. However, why does the employee agree to develop his or her employability?

According to Resource Conservation Theory, the main objective of an individual is “to obtain; conserve, protect and promote the things that he or she values” (Hobfoll, 2001). The author defines resources as the set of objects, personal characteristics, conditions or energies that are valued by the individual for their intrinsic value, and which enable the preservation or acquisition of other resources. The development of employability offers the employee the opportunity to acquire and/or preserve personal resources and to increase his/her material resources and/or resources related to his/her condition. In short, employability offers the individual the opportunity to meet his or her expectations.

The development of employability is a source of competitive advantage, opening the way to a nomadic career for the employee. This paradox is at the root of the problem of this work and underlines the importance of organisational loyalty in order to promote flexibility and performance within the public sector.

1.2. *Organizational loyalty or organizational “affectivity”?*

Loyalty is presented as an attitude manifested by a person with a strong sense of belonging (Colle, 2006). Thus, incumbency status within the public service does not guarantee loyalty.

Peretti and Swalhi (2007) build on the work of March and Simon (1958) to define organizational loyalty through three dimensions.

The low propensity to seek work elsewhere is a manifestation of loyalty. This stability may be due to a lack of opportunities in the labour market and then becomes artificial (Paillé, 2004).

Emotional attachment is characterized by lasting involvement (Meyer and Herscovitch, 2001). In contrast to the normative and calculated dimensions of involvement, affective attachment is the individual's emotional attachment, identification with the organization and commitment. Zgoulli (2014) reveals that

the affective aspect is primarily impacted in the relationship between employability and organisational involvement.

This affectivity would remain passive if it were not accompanied by behaviours that generate efficiency. Performance at work is the third dimension, it is broken down into task performance and contextual performance (Katz, 1964).

The theory of social exchange (Blau, 1964) provides a suitable framework for understanding employee behaviour and capturing the growth of organisational loyalty. According to the author, social exchange arouse a reciprocal obligation to give back. The longevity of the relationship between the structure and its members is then based on three interdependent notions: relational investment, trust between partners and stakeholder commitment. In order to foster loyalty, each should consider the implicit expectations of the other.

Environmental turbulence reveals the proactive nature of the individual. Organizational loyalty results from the interactions between the employee and his or her environment; it is the result of the individual's perceptions and interpretations. We then propose to position the feeling of personal effectiveness as a mediator of the relationship between employability and organisational loyalty.

1.3. Sense of self-efficacy, the key to success

According to Bandura (2010), perceived effectiveness is a major determinant of behaviour. Individuals guide their lives based on confidence in their self-efficacy. The author presents the sense of self-efficacy as the subject's belief in his or her ability to organize and execute a course of action required to produce desired results. Two dimensions may appear: a general dimension and a professional dimension.

Socio-cognitive theory considers the individual as a proactive, agentic being. However, he cannot be perceived as an autonomous and over-powerful actor capable of escaping contingency. Socio-cognitive theory recognizes the impact of context on behaviour, without postulating that behaviour is an automatic

reaction to the action of the environment. According to Bandura (1986), cognitions mediate between environmental action and behavioural "responses".

The triadic causal reciprocity model (Bandura, 2010) makes it possible to study the interactions between these three poles. Cognitions play the role of a third party mediator between the environment and the individual's behaviour. Thus the sense of self-efficacy appears as the keystone in the study of the relationship between employability and organisational loyalty.

The environment influences the behaviour of the individual, which in turn influences the context through his or her behaviour. This relationship involves the intervention of cognitions, so the attitude of the individual to the situation is determined by the demands of 'automatic' reaction, but also by personal assessment. The proactive personality explains why the employee successfully adapts to changes in his professional environment by influencing the way he perceives and responds to developments (Charbonnier-Voirin and El Akremi, 2016). According to Bandura (1999), anticipation is a cognitive mediation between personal behaviour and the environment. The Resource Conservation Theory is part of this anticipation approach by presenting the development of employability as a source of personal fulfilment and a means for the employee to meet his or her expectations. This observation invites us to propose the hypothesis **H1: A high sense of employability has a positive effect on the employee's sense of personal effectiveness.**

The development of employability generates organisational loyalty, through the feeling of personal effectiveness it engenders. The sources of the feeling of personal effectiveness (Bandura, 2010) allow to apprehend this phenomenon. The lived experience offers the individual the opportunity to increase his or her success rate and reinforces the individual's sense of self-efficacy by influencing his or her self-representation. The vicarious experience affects the sense of self-efficacy according to conditions related to both the observer and the observed model. It is in the organization's interest to highlight individual successes in order to nourish the overall sense of self-efficacy. Verbal persuasion can create a belief in the individual's own competence or incompetence.

Finally, the organization has no real control over the individual's emotional or somatic state. Nevertheless, it could include this variable in its human resources management policy. These justifications lead us to the following hypothesis **H2: A developed sense of personal efficiency has a positive effect on the organizational loyalty of the employee.**

The development of employability offers employees the opportunity to acquire and/or retain resources, it shapes their representations and influences their behaviour. Conceptions, perceptions, interpretations, aspirations, etc. shape the employee's behaviour. The porosity between employability and the feeling of personal effectiveness contributes to the growth of organisational loyalty. Two scenarios seem to emerge: the development of employability does not meet expectations and the pressure of environmental factors is squeezing individual representations. In this case it is likely that the employee leaves the organisation to escape a spiral of loss. In the second case the development of employability facilitates the fulfilment of expectations and reduces the pressure of external stress factors. It strengthens the individual in his or her environment and contributes to organisational loyalty. We therefore formulate the hypothesis **H3: A high sense of employability has a positive effect on the organisational loyalty of the employee.**

The triadic reciprocal causality model proposed by Bandura (2010) captures the virtuous and vicious cycles within the triangle environment, individual, behaviour. The empirical part allows us to test and verify the hypotheses, but also to clarify and understand the nature of the relationships.

2. METHODOLOGICAL APPROACH AND RESULTS

This part is devoted to the presentation of the research field, the methodology adopted and the results.

2.1. Contextual dynamics

Controlling the evolution of the workforce, the pooling of services, the attractiveness and adaptation of agents to changes in missions are the main challenges of the TPS. The NOTRE Act crystallizes these ambitions by promoting cooperation and the quest for results. In Corsica this dynamic is materialised by the merger of the Departmental Councils of Upper Corsica and Southern Corsica, with the Territorial Collectivity of Corsica, to create the Unique Collectivity of Corsica. Effective since 1st January 2018, this project remains anxious. Uncertainty is destabilising agents who are considering career reorientations for some, while others are stepping up their training in order to anticipate and overcome future changes. The development of employability and the loyalty of employable agents can alleviate environmental stress factors and appear to be vectors of success to tend towards the pooling of resources and the transfer of skills. In this context, the Departmental Council of Upper Corsica has been chosen for the glueing of the data.

2.2. Empirical part

This work falls within Churchill's (1979) "managed" paradigm; it makes it possible to purify the scales of measurement used and to ensure their reliability and validity. The first part consists of purifying the questionnaire by iteration via factor analyses. All the measurement scales are subjected to reliability and validity testing through Principal Component Analysis (PCA).

In the second part, the measurement model and the structural model are validated for each hypothesis. For this purpose, the PLS (Partial Least Square) method of structural equation models was used. The characteristics of the sample must first be presented.

2.2.1. Sample

Data collection was spread over four months (January to April 2017). The questionnaire was administered electronically via the Google Form tool, and some paper forms were sent by post to meet the constraints of the field. The collection yielded 215 complete questionnaires, with incomplete returns being systematically removed from the analysis and treated as missing values. The sample size was the result of a trade-off between research architecture and field feasibility.

TOTAL SAMPLE	215
Of which Men	71 (33%)
Of which Women	144 (67%)
Age (average)	42 years
Length of time in organization (on average)	13 years

Table 1 – Characteristics of the sample

The gender imbalance is explained by the conditions of access to the questionnaire. In the structure, administrative tasks are mainly carried out by women and facilitate access to the questionnaire (access to offices, internet, etc.). Technical activities make access to the questionnaire more difficult due to the distance and the sometimes failing networks, these activities are mainly carried out by men. The average age and seniority of the sample remain representative of the Departmental Council of Haute-Corse.

2.2.2. Measurement scales

This research is based on existing measurement scales that have been tested and validated in the literature. Respondents indicated their opinion on a Likert scale ranging from 1 “strongly agree” to 5 “strongly disagree”.

The feeling of employability is measured using the scale of Van Der Heijde and Van Der Heijden (2006) adapted by Guenole (2013). The scale consists of five dimensions: professional expertise (illustrative item: “I feel autonomous in my work”), balance (“I feel stressed at work”), team spirit (“I share my know-how and experience with others”), anticipation/optimisation (“I strive for continuous improvement”), and personal flexibility (“I deal positively with changes in my work”).

We used two scales to measure the feeling of personal effectiveness. The Jerusalem and Schwarzer (1992) scale measures general self-efficacy (“I always manage to solve difficult problems if I insist”). Sense of personal and professional effectiveness is measured using the scale of Sherer *et al.* (1982), adapted by Edey Gamassou (2006) (illustrative item: “I feel I am effective in my work”).

Organizational loyalty is measured using the scale of Peretti and Swalhi (2007). It is made up of three dimensions: the propensity to look for work (“I have prepared and updated my CV”), emotional attachment (“I would be very happy to finish my career in this company”) and work performance (“I accomplish the tasks expected of me”, “I help increase the productivity of other employees”).

2.3. Results

This study is based on Structural Equation Modelling (SEM) models with latent variables and measurement errors. The approach of Wold (1985), PLS-SEM (Partial Least Squares-SEM), has been retained in this work and is carried out using the PLS-PM application of the Xlstat software. According to Hair *et al.* (2016), the PLS-SEM method presents itself as a serious alternative to covariance-based approaches. The average number of items per latent variable is relatively large (20 items on average per latent variable). In addition, the final sample size is 215, which is low in relation to the criteria imposed for the use of the LISREL method. These elements justify the use of a PLS approach. The quantitative data analysis first presents the results of the Principal Component Analysis (PCA) before turning to the measurement model and the structural model.

Measured variable	Number of items retained	Reliability (Cronbach's α)
EMPLOYABILITY		
Expertise	8	0,76
Balanced	6	0,75
Anticipation	5	0,72
Flexibility	6	0,80
SELF-EFFICACY		
Personal self-efficacy	10	0,86
Professional self-efficacy	6	0,74
ORGANIZATIONAL LOYALTY		
Low propensity to look for work	4	0,89
Affective attachment	4	0,72
Task performance	5	0,78
Altruism	3	0,70

Table 2 – Summary of the Main Component Analysis

2.3.1. The result of the PCA

PCAs (with Varimax rotation) and Cronbach's Alpha tests are performed using SPSS 26 software. The measurement scales were selected for their good psychometric qualities, which are generally confirmed by our data.

The validity tests were conclusive for the scales selected. In order to measure the reliability of a series of items that are supposed to measure a single phenomenon, we can use Cronbach's alpha (Igalens & Roussel, 1998). Roussel (2005, p. 268) cites the work of Nunnally (1978) as a reminder that the satisfactory threshold for Cronbach's alpha is 0.70. The scales measuring collective spirit (a dimension of employability) and consciousness (a dimension of organizational loyalty) have been abandoned because of too low reliability (Cronbach's alpha below 0.7). These results may stem from a problem of interpretation: "I arrive on time"; "I stay after the hour to finish my work" are items measuring the contextual

performance of the individual. However, their interpretation can be confusing and may suggest that the officer is late or overwhelmed by his or her work.

2.3.2. The measurement model

In this part we will first perform the test of the global measurement model including all the theoretical constructs validated during the PCA. In a second step, in order to analyze the relationships between the latent variables and their manifest variables, we aggregate the items by calculating the means of the items of each dimension of these theoretical constructs.

The study of the measurement model allows us to observe that each latent variable is related to manifest variables by a link that indicates the factorial contribution. The measurement model is evaluated on the basis of validity. To estimate the validity of the measurement model, two types of indices are used. First, the Joreskog Rho (CR) will help to verify

	CR*	AVE**										
Personal self-efficacy	0,80	0,50	1,00									
Flexibility	0,86	0,51	0,20	1,00								
Anticipation	0,81	0,52	0,18	0,21	1,00							
Balanced	0,83	0,50	0,26	0,15	0,10	1,00						
Expertise	0,82	0,53	0,30	0,14	0,08	0,22	1,00					
Professional self-efficacy	0,88	0,51	0,32	0,10	0,09	0,10	0,16	1,00				
Altruism	0,84	0,73	0,09	0,07	0,09	0,03	0,05	0,04	1,00			
Low propensity to look for work	0,93	0,76	0,02	0,01	0,05	0,03	0,00	0,01	0,01	1,00		
Affective attachment	0,82	0,54	0,09	0,02	0,08	0,10	0,05	0,01	0,08	0,02	1,00	
Task performance	0,87	0,57	0,20	0,08	0,06	0,05	0,19	0,08	0,05	0,03	0,06	1,00

Table 3 – Validity test

Note :

* CR (construct reliability);

** The matrix represents the square correlations comparison with the mean variance explained (Average Variance Extracted : AVE).

the convergent validity of the constructs. Second, the index of the explained mean variance (Average Variance Extracted - AVE) will help to determine the discriminant validity.

According to Fornell and Larcker (1981), discriminant validity can be found to the extent that the AVE of each latent variable is greater than the values of its square correlation with all other latent variables. Convergent validity can be tested when the AVE is greater than 0.5 or/and when the CR is greater than 0.7.

The validity test was performed on the global model. As shown in the table below, the evaluation criteria for each dimension validated by the PCA are satisfactory, so that each measurement generates different results from the measurements of others constructed.

2.3.3. The structural model

Overt variables are aggregated with respect to the mean of the items. For example, for the construct of reliability, the low propensity to look for work is a score calculated on the average of these four items selected in the PCA.

The quality of the structural model is estimated through multicollinearity, the goodness of fit of the model and the predictive relevance of the latent variables. Several indices were taken into account to evaluate the goodness of fit of the model:

- *The Coefficient of determination (R^2)* is a measure of the variance explained in each endogenous construction and the predictive capacity of the model. It can be considered strong (for a value of 0.75), moderate (for a value of 0.50) or weak (for a value of 0.25) (Hair *et al.*, 2013; Sarstedt *et al.*, 2014; Croutsche, 2002).

- The *GoF* (*Goodness-of-fit*) is presented as an overall criterion of the goodness of fit of the PLS model. According to Amato, Esposito Vinzi, and Tenenhaus (2004), the *GoF* represents the geometric mean of the mean communality and the mean *R*. Wetzel *et al.* (2009) recommend a *GoF* > 0.36. The *GoF* allows the quality of the measurement and structural models to be judged simultaneously (Frimousse *et al.* 2018).
- Stone-Geisser's Q^2 is a measure of predictive ability: it is an indicator of the evaluation of the structural model. Hair *et al.* (2016) point out that a Q^2 coefficient greater than zero for any endogenous variable indicates that the predictive relevance of the relationships in the model is acceptable.

The results of Hypothesis 1 “Employability over Self-Efficacy”:

The value of the Coefficient of Determination (R^2) in our model is acceptable (employability: 0.427), so the model is significant.

The *GoF* (*Goodness-of-fit*) makes it possible to simultaneously judge the quality of the measurement and structural models. For our model, the *GoF* of 0.958 is considered acceptable.

Stone-Geisser's Q^2 values for all endogenous constructs are above zero (Self-efficacy: 0.259), which supports the predictive relevance of the model. With respect to these indices, the structural model is approved.

Employability has a significant and positive effect on self-efficacy (β of 0.653 for a Student *t* of 12.827). Hypothesis 1 is validated.

The results of Hypothesis 2 “Self-efficacy on Loyalty”:

The value of the Coefficient of Determination (R^2) is low, but acceptable (self-efficacy: 0.223).

The *GoF* (*Goodness-of-fit*) for Hypothesis 2 is 0.950, it is considered acceptable.

Stone-Geisser's Q^2 values for all endogenous constructs are above zero (reliability: -0.015). Despite the weakness of this index the *GoF* is acceptable, which supports the predictive relevance of the model.

Self-efficacy has a significant and positive effect on fidelity (β of 0.472 for a Student *t* of 7.954). Hypothesis 2 is validated.

The results of Hypothesis 3 “Employability over Loyalty”:

The value of the Coefficient of Determination (R^2) is acceptable (Employability: 0.290).

The *GoF* (*Goodness-of-fit*) for Hypothesis 3 is 0.986, it is considered acceptable.

Stone-Geisser's Q^2 values for all endogenous constructs are above zero (reliability: 0.029) which supports the predictive relevance of the model. With respect to these indices, the structural model is approved.

Employability has a significant and positive effect on fidelity (β of 0.538 for a Student *t* of 9.490). Hypothesis 3 is validated.

The results of the overall model:

The value of the Coefficient of Determination (R^2) for the overall model is 0.426. It is therefore considered acceptable.

The *GoF* (*Goodness-of-fit*) is 0.971, it is considered acceptable.

Stone-Geisser's Q^2 values for the set of endogenous constructs are above zero (self-efficacy 0.258; fidelity: 0.045) which supports the predictive relevance of the model. With regard to these indices, the structural model is approved.

Employability has a significant effect on organizational fidelity (β of 0.406 for a Student *t* of 5.503). Self-efficacy has a significant and positive effect on loyalty (β of 0.202 for a Student *t* of 2.738). The overall model is well validated.

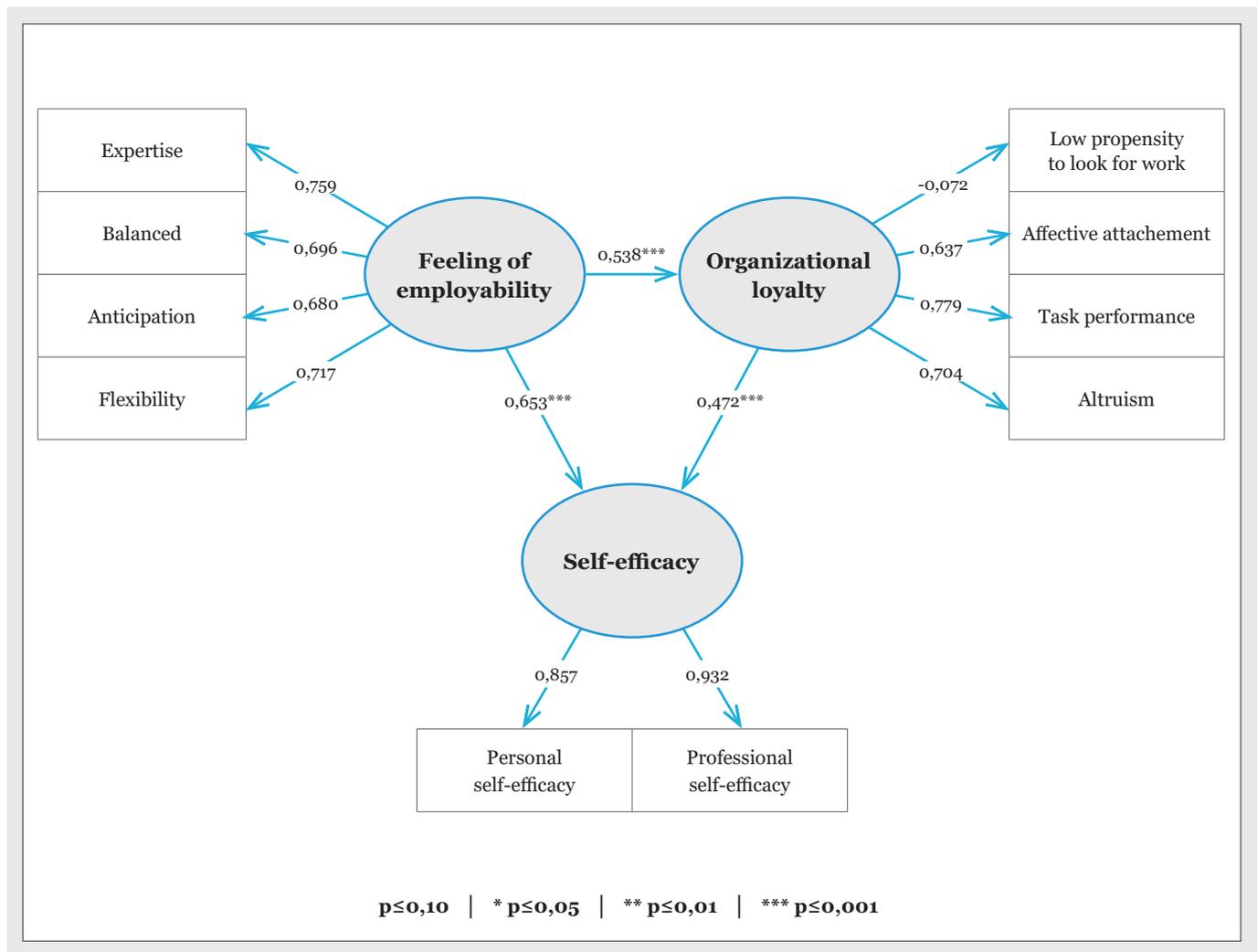


Diagram 1 – Model tested

3. DISCUSSION

This study reveals the positive action of the sense of employability on the organizational loyalty of TPS agents through the prism of the sense of personal effectiveness.

The results of the quantitative approach of this work confirm the positive action of the sense of employability on the sense of self-efficacy and present it as a determinant of self-efficacy.

The sense of employability positively influences the sense of self-efficacy with a highly significant ($p < 0.001$) standardized coefficient (β) of the order of 0.653. As for the feeling of self-efficacy, it positively influences organizational loyalty with a standardized coefficient (β) that is also very significant ($p < 0.001$)

in the order of 0.472. Sense of self-efficacy appears to mediate the relationship between sense of employability and organisational loyalty. The structural model underlines the positive influence of the feeling of employability on organisational loyalty, via a standardised coefficient (β) which is still very significant ($p < 0.001$) of the order of 0.538. Finally, the examination of cross-loadings makes it possible to verify that the manifest variables load more on their associated latent variable than on the others, with loadings greater than 0.5. Only the dimension “Low propensity to search for a job” does not meet this criterion, so convergent validity is not verified for this dimension. This result could be explained by the sensitivity of the questions asked and the very strong hierarchical context within the TPS. Despite some limitations, the model tested remains robust and validates all of the hypotheses.

3.1. Theoretical contributions

The literature in management sciences seems to pay little attention to the relationship between employability and self-efficacy. Most of the work on employability attempts to determine the essential practices to its development (Ben Hassen and Hofaidhllaoui, 2012; Zgoulli *et al.* 2016; Hofaidhllaoui and Roger, 2014), while most of management science research on self-efficacy has chosen to study the outcomes of this concept (Garner and Laroche, 2016; Charbonnier-Voirin and El Akremi, 2016) while neglecting the ins and outs.

This work broadens the field of study of employability by revealing the cognitive dimension of this concept within the TPS. The contemporary approach to employability is dynamic (Saint-Germes, 2008; Zgoulli, 2014). To be employable, the individual must have a set of personal and professional attributes that guarantee his or her adaptability inside and outside the organization. This configuration leads to a multi-dimensional investigation. The majority of the work examines employability in a behaviourist conception, yet the mobilized socio-cognitive theory opens the field to a cognitive approach within the TPS.

The relationship between the feeling of personal effectiveness and organizational loyalty also seems to be little studied. Management science work on self-efficacy studies the effects of this notion on job satisfaction (Garner and Laroche, 2016) or adaptive performance (Charbonnier-Voirin and El Akremi, 2016). The results of this study highlight the positive action of self-efficacy (general and professional) on organizational loyalty.

The resource approach of Van Der Heijde and Van Der Heijden (2005 and 2006) sees the competencies of employees as assets for the organisation that need to be maintained and increased. The latter facilitates the study of the relationship between employability development and organisational loyalty by making it possible to analyze the interactions between the environment, the individual and his behaviour. The emphasis on the feeling of self-efficacy as a mediating variable accentuates the proactive character of the employee and reinforces the cognitive perspective of the relationship.

3.2. Methodological contributions

According to Igalens and Roussel (1998), the measurement of phenomena is essential for the human resources manager and researcher. From this perspective, several measurement scales were used to address the issues raised in this study.

The Van Der Heijde and Van Der Heijden (2006) employability feeling scale is firmly anchored and validated in the literature (Hofaidhllaoui and Roger, 2014; Zgoulli and Swalhi, 2016; De Vos, De Hauw and Van Der Heijden, 2011). Despite the abandonment of the Collective Mind dimension, the scale is validated in this work and presents satisfactory measurement qualities; its subsequent use in the context of the TPS can therefore be envisaged.

Self-efficacy is measured using the scale of Jerusalem and Schwarzer (1992) (general self-efficacy) and the scale of Sherer *et al.* (1982), adapted by Edey Gamassou (2006) (professional self-efficacy). These scales are widely used in the management science literature (Garner and Laroche, 2016; Edey Gamassou, 2006; Garner, 2017; Roger and Othmane, 2013). This research validates these tools in a new context: public organization.

Finally, organizational fidelity is measured by Peretti and Swalhi's (2007) scale. This scale seems to be little used in the literature, so this work provides an opportunity to validate it again, within a specific field. The reliability of internal consistency and convergent validity for the dimension "low propensity to search for a job" are not verified, two reasons can explain this. First of all, the TPS context and in particular its very marked hierarchical pressure weighs on respondents and alters the quality of returns. In addition, certain items could be inappropriate for the study context and/or could lead to confusion. "I engage in activities that directly influence the evaluation of my performance" seems inappropriate insofar as the idea of performance, as perceived in the private sector, remains relatively remote from the public sphere: "I stay after the hour to finish my work" may imply that the officer is late and overwhelmed by his or her activity.

3.3. Practical Contributions

Interactions between the environment and the individual shape the individual's behaviour. The development of employability promotes the development and/or updating of resources and personal fulfilment. It shows consideration for the agents and reinforces the feeling of personal effectiveness by contributing to the agent's organisational loyalty. The development of employability appears as a facilitator of change, offering the opportunity to capitalise on resources, reducing the pressure of external stress factors and comforting the individual in his or her environment.

The organisation must accompany the development of employability by measures to enhance the value of the progress made. Personalised human resources management as presented by Arnaud, Frimousse and Peretti (2009) seems appropriate. By considering the specificities and the proactive character of the individual, the structure can influence the behaviour of the employee and direct him/her towards roles that are considered decisive for the success of the activity. In the current public system, two employees in the same department who do not provide the same quality of work and who are involved in different dynamics may receive the same compensation scheme. This approach does not recognize the investment of the agent, it cannot be part of a long-term relationship and cannot contribute to personal fulfilment. This work encourages the "personalization" of practices in order to make a dangerously egalitarian public system more equitable. The example of the "merit-based" compensation scheme set up by the Suresnes town council demonstrates the positive effects of this approach. The recognition system is the mechanism by which the entity communicates the eminence of the roles and through which it materializes the success of the individual by reinforcing the individual's sense of personal effectiveness. The recognition of the employee's specific characteristics facilitates the establishment of a lasting relationship between the individual and the organization.

In addition to supporting the development of employability, the organisation must encourage this phenomenon. The hierarchical millefeuilles that characterize the TPS can sometimes weigh on the

individual. However, individuals often need room for manoeuvre and interaction in order to flourish. An employability development approach that encourages closer ties among the members of the organization, fosters the development of a sense of personal effectiveness through the knowledge and recognition of one's peers and reinforces the individual's sense of belonging. The implementation of co-development workshops within the TPS could support this phenomenon. They ensure the modelling of progress and make explicit the singularities related to the culture of the organization. Co-development workshops allow for the transmission of good practices to newcomers and create links between agents through networks, mutual aid, solidarity and working alliances. These workshops promote trust and mutual respect, which are a source of loyalty. They encourage the transmission of information and the expression of knowledge essential to innovation and progress. Beyond nourishing the NPM ideology in which this study is set, these workshops enrich and collectivize resources and skills. They involve the organization in a learning dynamic by encouraging the coherence of managerial practices, while stabilizing the individual in his or her environment.

Finally, the organization must rely on measurement tools to evaluate and adjust its actions. To this end, we propose the development of a "dedication" barometer. This barometer examines the emotional nature of organizational loyalty through three main dimensions: proximity, emotionality and efficiency. It is made up of 16 items and makes it possible to draw the organization's "retention spectrum". The purpose of this barometer is, on the one hand, to provide communities with detailed information on the opinion and feelings of officers regarding dedication and, on the other hand, to identify points of tension. This barometer is presented as a steering instrument in terms of human resources management, making it possible to envisage targeted corrective actions.

In fine, the contribution of this work suggests to practitioners the importance of considering the cognitive dimension and the proactivity of the employee in order to tend towards the organisational loyalty of employable TPS agents.

CONCLUSION

The idea of performance is increasingly prevalent within the TPS. The creation of the Single Corsican Community on 1st January 2018 is in line with the logic of the NPM. In order to take up the challenge of “hybridization”, the development of employability and the loyalty of employable agents seem essential to acquire and/or retain the resources necessary to guarantee a quality public service. **The results of this work confirmed the positive action of the sense of employability on the organizational loyalty of TPS agents through self-efficacy.**

The sense of employability positively influences the sense of self-efficacy and the latter in turn positively influences organizational loyalty. The sense of self-efficacy appears as a mediator of the relationship between the sense of employability and organizational loyalty. In spite of some limitations, the model tested remains solid and makes it possible to validate all the hypotheses.

By mobilising socio-cognitive theory, this work presents behaviour as the fruit of the individual's perceptions and interpretations, in interaction with his or her environment. It underlines the main limitation of the human capital theory, which is to conceive the total rationality of the actors in a purely economic approach (cost/benefit calculation) and proposes an enriching alternative through the resource-based approach. The development of employability thus appears as a source of resources and skills guided by the perceptions and interpretations of the individual to respond to environmental challenges.

Limitations

The results obtained cannot be generalised due to the lack of external validity. Indeed, the non-representativeness of the sample (n=215) prohibits any generalisation. Although the sample size is large, the results concern only the agents of the Departmental Council of Haute-Corse and cannot be generalised to the TPS as a whole. The nature of the population studied limits the external validity of our study. According to Igalens and Roussel (1998), achieving a high level of external validity in the field of HRM is an

exception, but the question of internal validity must be controlled.

The perceptual nature of the variables and measurement scales used could lead to certain biases. As part of this work, employees were asked to place their perception of variables such as employability, sense of self-efficacy and organisational loyalty on a Likert-type ordinal scale. The limit of this approach is the subjectivity of the respondents (Cerdin and Peretti, 2001).

The third limitation relates to the static nature of the study. Indeed, the results obtained are in fact a snapshot. For a better perception of the phenomenon, it seems preferable to have a dynamic approach that takes the time factor into account when studying the influence of the sense of employability on the organizational loyalty of employees.

Perspectives

In our data, we find that the scale for measuring organizational loyalty appears to have some weaknesses. The “Awareness” dimension was not included in this work because some items can be confusing. It would be interesting for future research to rework this instrument following the steps of Churchill's (1979) paradigm in order to eventually rethink the integration of this dimension into the measurement instrument.

A longitudinal approach would provide an essential temporal dimension to increase the perception of the phenomenon under study. Among other things, it would promote understanding of the sense of self-efficacy as a mediating variable in the relationship between the sense of employability and organizational loyalty.

Finally, this work positions the sense of personal efficacy as a mediator of the relationship between the sense of employability and organizational loyalty. Future research could then focus on investigating and underestimating the extent of this mediation.

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The Prospective Balanced Scorecard, lever of managerial change in an EPLE as part of a research intervention

*Le tableau de bord prospectif, levier de changement managérial
dans un EPLE dans le cadre d'une recherche intervention*

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ABSTRACT

This article focuses on the results of a research-intervention research (Doctoral research) aimed at contributing to the managerial change of EPLE by adapting and distributing a management tool (Prospective Balanced Scorecard - PBS). The generated expertise mainly results from an analysis of our different experiences as establishment head-teachers. Our research theme specifically raises the question of adapting and distributing management tools to support the process of school

project creation and, in general, to help distribute managerial innovations in secondary education schools in France. The management model that we have built puts us in a logic of management by trust of the EPLE (Local Public Educational Institution).

Key-words

Piloting; Prospective Balanced Scorecard; Performance Indicators; Regulation; Strategic Management; Process Control; School student institution

RÉSUMÉ

Cet article se concentre sur les résultats d'une recherche recherche- intervention qui vise à contribuer au changement managérial de l'EPLE par l'adaptation et la diffusion d'un outil de gestion (tableau de bord). La production de connaissances est principalement issue d'une analyse de nos différentes expériences en tant que chef d'établissement. Notre thème de recherche soulève précisément la question de l'adaptation et la diffusion d'outils de gestion pour accompagner le processus de création du projet d'établissement et,

en général, pour aider à la diffusion des innovations managériales dans les écoles d'enseignement secondaire en France. Le modèle de management que nous avons construit nous place dans une logique de pilotage par la confiance de l'EPLE.

Mots-clés

Pilotage ; Tableau de bord prospectif ; Indicateurs de performance ; Régulation ; Pilotage stratégique ; Pilotage par les processus ; Établissement scolaire apprenant

INTRODUCTION

Piloting must, in our opinion, go through the empowerment of the infield actors. To do this, we need to put more of them in action to help them adapt to new realities and to foster a culture of collective work. With this in mind, we succeeded in mobilizing stakeholders by involving them in the co-construction of a management tool linked to the educational establishment project, to assist in its monitoring and evaluation. In addition to the construction of a standard model of management control tool adapted to the management of the EPLE and the analysis of its diffusion process, we sought to analyze the conditions used to circumvent defensive organizational routines that often block the adoption of managerial innovations in the EPLE.

The present article presents an experiment resulting from a research which allowed us to deepen the study of the conditions of adaptation and diffusion of the managerial innovations in the EPLE and to enrich the theoretical corpus in a context related to the public management focused on steering the education system. With this in mind, as a practitioner, we have the will to make some of our driving practices in the education system opportunities for experimenting with managerial innovations in EPLE. These driving practices are essentially based on the trust of the stakeholders.

The process of adaptation and distribution of the management tool was backed up by the construction of the new school project which served as an anchor and pretext for carrying out a transformative intervention research project. This process of instrumentation of steering the EPLE has contributed to the diffusion of the innovation of the management methods, but also to change the culture and the stance of the actors and the stakeholders, in particular vis-à-vis the concepts developed by the New Public Management (NPM) [la Nouvelle Gestion Publique] and recommended by the LOLF (Organic Law on Finance Laws) [Loi Organique relative aux Lois de Finances]. Specifically, the co-construction of the Balanced Scorecard concomitantly with the educational establishment's project and their joint validation, by the EPLE's intermediate steering authorities and, ultimately, by the Board of Directors,

helped to put into orbit a conceptual model that aims to increase the visibility and coherence of the EPFL steering and to put the quest for performance at the center of establishment's policy. In this perspective, the steering must assume several levels and several attributes of the educational policy proximity regulation: vertical and horizontal dimension, State and local community aspects, academic project dimension and school project... The implementation of a EPLE steering model raises the questions of the interrelation between different regulations and the strategic deployment in all the functions of the educational establishment.

We had to overcome the aforementioned obstacles, some of which were more due to the feeling of a seemingly static education environment. Through our research, we engaged ourselves in exploring the world of the impossible to try to explore the conditions of the possible. With this in mind, we have endeavored to determine the conditions for the validity of a steering model and its success based on determinants such as the adaptation of management tools and their distribution in all the functions of the EPLE. This research raises the question of the legitimacy of the steering model among EPLE actors and stakeholders. Since the management tool is not neutral, in essence and purpose, we have chosen to give it a fundamental status in the EPLEs' ability to adapt and disseminate managerial innovations.

The objective of this approach is to experiment and validate a process of adaptation and distribution of a management tool, taking into account the institutional context of the EPLE.

This study of the process of implementation of a management tool in the organization allows us to analyze "the interaction between the management tool and the organization" and "to study in detail the reciprocal transformations of the tool by organization and the organization by the tool" (David, 1998, p.51). The tool defines the framework of the exchanges which make it possible to orient the managerial change. It comprises, according to Moisdon (1997), three so-called roles: investigation of organizational functioning, management of the transformations that accompany managerial changes, exploration of the new by guiding the professional evolutions that must accompany changes (know-how, trades, status...)

This analytical framework allowed us to refine our research question on the role of the management tool (PBS) as a vector of change and managerial innovation in the EPLE.

What are the conditions for adapting and disseminating PBS that make it possible to boost the approach of a school project and, in general, to promote managerial innovations?

Firstly, the article presents the general framework of the research. In the next two parts, we expose the theoretical and methodological anchoring of the research. The presentation will then focus on the research results, with regard to the observed changes of the actors in the field and their adherence to a managerial model by trust.

1. LOGIC OF PERFORMANCE AND STEERING THE EPLE

The implementation of an EPLE steering model is part of a completely renewed public management framework, linked to the NPM and the LOLF (Organic Law on Finance Laws), which puts performance at the core of governance issues.

1.1. *The need for managerial change in EPLE in a highly institutionalized NPM context*

Steering of the EPLE integrates in a context of reinforced evaluation. The declination of the LOLF becomes the reference in terms of steering criteria and the EPLE is the last link in the chain of the process of declination of the educational policy. The “School Education” mission is one of the 34 missions defined by the LOLF which is based essentially on the logic of performance. The new context imposed by the LOLF forces us, as heads of educational establishments, to question the nature of the management tools to implement and think about the steering indicators to be designed, which must be quantitative and qualitative and must also be a lever of action, or even anticipation. In this context, we place ourselves more and more in a logic of steering by the results and we must question the conditions of adoption and dissemination of appropriate tools for the management of the EPLE.

The tendency today in OECD countries is to engage in the control of the education system through results. In France, steering by results and therefore by performance is made almost mandatory by the LOLF. The question of the construction of indicators remains unresolved, particularly those adapted to the education system and the steering of EPLEs. J. Etienne (2007) cites in this regard, that “the articulation between indicators at different levels of aggregation poses two distinct problems: on the one hand, the problem of chaining indicators; on the other hand, the problem of their complementarity. The performance indicators produced at the level of the intermediate units must be comparable to a national standard which may be a target indicator

or simply a national average. Consequently, the construction of indicators at the different levels of the education system must be based on a common definition, respect the same calculation methods and cover identical fields so as to make the data commensurable. (Etienne, “Measuring the performance of the education system using indicators: old debates, new issues”, *Administration and Education*, n°113, February 2007). Steering by results breaks with the logic of means that characterizes the functioning of the education system, as in other administrations. Managers of state services are increasingly forced to adapt their management tools. A first analysis of the field leads us to highlight the difficulties of managers of EPLE and heads of institutions to overcome the budgetary difficulties that often led to highlight the search for savings rather than performance. They are asked to approach their mission with another state of mind and other modes of management. Our study is precisely in this difficult phase of implementation of result driven steering tools. It aims to equip the EPLE to give more transparency to public education services and to be accountable to users and taxpayers. The quality of the services provided cannot be assessed from a single point of view. It is therefore essential not to be limited to monitoring a single indicator nor to focus solely on quantitative indicators. Thus, the performance indicators of the LOLF programs must respond to the measurement of types of expectations that correspond to complementary points of view: that of the user, that of the taxpayer / citizen and that of the institution. The quantitative indicators of the LOLF must be supplemented by qualitative indicators in order to fully measure the real “added value” generated by the national education public services. Assessments must therefore be comprehensive and involve all actors who must contribute fully to the assessment and regulation process.

The research is an extension of the process of implementation of the LOLF by studying the conditions for the dissemination of its principles in the managerial practices of the EPLE. The steering of the EPLE must refer to this new framework, in particular by adapted tools. The implementation of the LOLF has introduced innovations in public management, encouraging managers to initiate a form of organization steering, based on consultation and accountability of stakeholders. According to Claude Pair (2003), this

type of steering can only work within the framework of a concertation at all levels. He cites in this regard that “the regulation thus conceived leads to a consultation that makes it possible to correct what can be mechanical and bureaucratic general rules and guaranteed rights, for example to institutions in terms of means. It is a question of reconciling the existence of rules binding on all and giving guarantees to each one, with a flexibility, a concerted treatment, allowing a differentiation, an adaptation, an innovation in various fields”.

The EPLE is indeed at the heart of issues of public policy deployments from the state and public authorities. To consolidate its autonomy and act as a public organization, EPLE must be “piloted” and “managed”. For this reason, school heads, who are increasingly adopting the posture of a manager, must be equipped with management tools. The latter constitute an instrumentation of a steering which seeks to be more and more voluntarist. They are also part of a process of public organization transformation through spread of these tools. In addition to its technical aspect, the management tool provides a conceptual and methodological framework that makes it possible to operationalize action within the public organization (Nativel, 2013). Its construction must take into account social and institutional realities (Di Maggio and Powell, 1983; Selznick, 1957).

However, the instrumentation of EPLE steering is not always accepted by the actors, especially when it uses techniques from the private sector. Resistance to change is regular and managerial changes seem impossible.

1.2. Resistance to change

Resistance to change concerns attitudes of refusal to engage in a project of organizational modification. In EPLE, resistance to change often translates as obstacles to reform or to managerial and pedagogical innovations. Several factors are at the origin of these resistances:

- Cultural factor: the actors who act in connection with the EPLE, and in the education system in general, have a professional culture based on a

system of references related to the civil service. They are very reluctant to management principles derived from the private sector. This is particularly the case for teachers whose cultural values governing professional relationships are often amplified by the influence of the group, relayed by the unions.

- A positioning of individuals that does not sufficiently take into account the collective dimension linked to change. The latter is often perceived as being uninteresting on the individual level, in particular because of the need to put oneself in question and the risk of seeing some advantages or prerogatives questioned in favor of a collective interest. The most emblematic example concerns the refusal of teachers to engage in the reform of student assessment through the implementation of the common foundation of knowledge and skills. The main argument put forward by teachers to justify their resistance to change concerns their perception of a risk of losing part of their pedagogical autonomy.
- Strategic factors: school leaders are not always sufficiently prepared and equipped to drive change in the EPLE. They often adopt vertical postures that increase their difficulties in front of actors more and more resistant to all authoritarian and downward reforms. A strategy by constraint does not seem to be the right way to promote change in EPLE. It also concerns the posture of the person bringing the change. Often in the case of the school head, his status as a civil servant often provokes resistance to the changes he is making on behalf of the institution.

Resistance to change is often expressed through defensive routines. They lead actors to take refuge in practices and habits to justify their refusal to engage in change. These routines often refer to professional standards or procedures.

Chris Argyris (2001) defines the defensive routine as “any policy or action that prevents groups, intergroups and organizations from experiencing the quandary or threat that prevents them from simultaneously identifying or mitigating causes. Defensive routines interfere with learning and are overprotective”. The obstacles are amplified by the involvement

of the stakeholders themselves in the analysis. This often involves counterproductive processes implemented in the institution that are often self-sustained by the actors.

Kurt Lewin (1964, 1965) worked on identifying barriers to change. They are often due to a lack of a suitable reference system for dealing with problems. For example, we do not know how to ask the questions related to the problems encountered.

According to Chris Argyris (2001), defensive routines are established mainly because of the theories of use developed by the actors which guide their individual or collective actions. They are linked to practices that take root and are reinforced by a “self-reinforcing circular process” (Argyris).

According to Crozier, actors are dependent on the system in which they operate. As a result, their room for maneuver is reduced. They nonetheless accept change, when the benefits are clearly perceived as superior to the disadvantages (Crozier and Friedberg, 1977). According to these authors, the success of the change depends on the quality of the exchange with the actors and the perception of the degree of autonomy that they have within their environment. The purpose of the communication that accompanies the change process is to illustrate the benefit they have in joining it.

For our part, we found many obstacles to the implementation of the EPLE's overall evaluation approach. They are numerous and have various origins. The actors of the EPLE evoke the lack of interest to evaluate organizations (EPLE) whose autonomy still appears relative. They often mention the lack of leeway they have for steering the EPLE. They question the relevance of assessing a lowly autonomous and strongly institutionalized organization. The political discourse on school autonomy has been accompanied by contradictory measures, which often give the impression of reducing the teaching autonomy of teachers. The modalities of implementation of these measures, top-down and hierarchical, go against the declared wishes. The last emblematic example concerns the implementation of the common base of knowledge and skills that has not been popular among actors, particularly teachers. They are reluctant to engage in a process of redesigning the

educational evaluation methods that appear to them to challenge their professional practices. They live with difficulty this reform that they consider imposed by the Central Administration. Whether felt or real, we must consider this state of mind as a barrier to the implementation of a system for evaluating and monitoring the performance of EPLEs.

Moreover, most of the general inspection reports (Obin, 2005; Report of the General Inspectorate, 2010), highlight the lack of instrumentation of piloting and strategic deployment, as the main cause of dysfunction found in EPLEs.

Our role has been, whilst reinforcing the role of the institution in the implementation of a national and republican educational policy, to promote the need to set up a participatory EPLE evaluation system which will also allow reporting of the actual effects of the measures put in place, including sometimes the difficulty or the impossibility of their implementation. In this context, our research approach aims to highlight the conditions for the implementation of an evaluation that allows us to go beyond control in the strict sense of the term. The research methodology implemented should encourage stakeholders to invest in the co-construction of a tool for measuring and monitoring the performance of the EPLE.

Obstacles to implementing an EPLE assessment system also arise from the fact that teachers are generally reluctant to external judgments being made based on their results.

The lack of distribution of establishment project practices (Obin, 2005) has not allowed for the expected development of evaluation practices and the distribution of management tools in EPLEs. Today, we will probably need to further develop the tools that provide self-assessment procedures at the EPLE, cross-referenced to external evaluation procedures. A 2004 report by the General Inspectorate on the evaluation of secondary mid and high schools, on which our analysis is based, states in this respect that “due to the complexity of the evaluation process of an establishment, the evaluation of the implementation of a project is often substituted: as the latter itself did not result from a methodically constructed standpoint, the chances of acting on what is crucial is compromised”.

The failure to implement establishment projects in EPLEs has thus contributed to any self-evaluation approach being shirked.

The weak distribution of management tools and the lack of strategic legibility are added to the ineffectiveness of individual teacher inspections that are detached from the overall context of the EPLE. In this respect, the same report of the 2004 General Inspectorate on the Evaluation of Mid and High Schools invites to the individual activities of teachers to be evaluated in reference to the activities of the school. This weakness is increased by the lack of status of primary schools. It lacks precisely the necessary uniqueness and coherence of evaluation methods that make it possible to integrate primary education into the entire educational system in a logic of educational continuity that is territorially coherent.

The epistemological anchoring of research is based on a co-construction of the management tool with the actors. Additionally, our methodological approach took into account the existing managerial framework. With this in mind, the research protocol, linking the support of a management tool to a process of building an educational establishment project, aims to facilitate the participation of stakeholders in a process of managerial change and promote its legitimacy. The approach is part of a logic of re-engineering existing practices that integrates the control tools used. It aims to establish a management by trust. Highlighting the Prospective Balanced Scorecard as a unique management control tool, by denying existing tools, risks being counter-productive. It could be rejected by the stakeholders, often hostile to the introduction of tools from the private sector. The question of its legitimacy would then have been raised with regard to other more institutional tools or methods. Consequently, it was necessary to develop a research approach accompanied with an institutional management process shared by the stakeholders.

2. A THEORETICAL ANALYSIS OF THE ADOPTION AND DIFFUSION OF MANAGERIAL INNOVATIONS

The theoretical question is that of the diffusion of the model in the EPLE, in a context with strong institutional anchoring. This places our approach at the heart of the sociology of organizations and works on neo-institutional theory (TNI) and the theory of translation.

2.1. Theory of Translation

The theory of translation belongs to the current of thought related to the sociology of scientific knowledge whose origins go back to the work of Berger and Luckmann (1966).

It is based on an anthropological approach that aims to frame the research on the production of facts in the sense of Lowe (2001). The facts are “the statements considered as acquired by scientists and which form the basis of their theories”. The facts are characterized by their rarity and the absence of them being called into question. Latour quotes on this subject: “a fact is a statement that is repeated by someone else without qualification to be used without dispute as the premise of a reasoning” (Latour, 2006a, p.40). On the other hand, statements must be translated between the actors often made up of networks.

2.1.1. Translation, fundamental concept of the theory

The definitions of the concept of translation are multiple and complementary. They can be mobilized jointly to analyze the processes of tool diffusion with precision.

Callon and Latour define translation as a symbolic relation “that transforms a particular problematic statement into the language of another particular statement” (Callon 1975, p.19). Translation is also presented as a movement “that links statements and issues that are a priori incommensurable and without

common measures” (Callon and Latour, 1991, p.32). The project that is being translated aims to bring together different actors who are opposed by the way in which the stakes of the envisaged change should be treated.

The translation is described by the authors as a link between worlds. Callon *et al.* (2001) describe it as a three-step process: The first is to reduce the world (or macrocosm) to the scale of the laboratory (or microcosm). The second phase consists of carrying out research within the laboratory, which is supposed to represent a dynamic of collective work, with a high concentration of skills representative of the macrocosm and implementation of tools. The third step of the investigative work consists in going back and forth between the worlds in order to produce scientific knowledge and introduce management tools into the organization (Dreveton and Rocher, 2010).

The translation process generates controversy. There are points of view exchanged between actors who have diverse interests and sometimes divergent issues. The synthesis expresses a compromise that is ephemeral (Callon *et al.*, 2001). It expresses a balance of power between the actors (Latour, 2005). According to Callon and Latour (2006, p.12), translation is “all of the negotiations, intrigues, acts of persuasion, calculations, violence through which an actor or a force is attributed the authority to speak or act on behalf of another actor or other force”. The translation process aims to turn a statement into fact. To do this, it is necessary to surround oneself with allies in order to gradually move towards a position of strength within the network. But their deployment is not systematic and constitute differentiated incentive options. The goal is to “make ourselves indispensable” and to interest the actors, who have become true allies. The main actor has acquired a status that gives him total confidence vis-à-vis other actors who trust him and listen to him more easily.

2.1.2. The importance of the network of alliances

Given the uncertainty surrounding the diffusion of innovation (Akrich, Callon and Latour, 1988) and to try to explain the main reasons that often bring them closer to success, we explain two potential key factors:

incentive and the spokesperson in the process of spreading innovation in the organization.

The model of translation is characterized by the active participation of the actors in the success of the diffusion. It is based on the support of many allies (users, intermediaries...). The authors (Callon, Latour...) showed the importance of the mobilization of the actors in the diffusion of the innovation as well as the central role of the managers to give the necessary impulses, even when the first experiments do not give convincing results. They must be convinced of the long-term interest of the process implemented. They must ensure that all actors are involved in the implementation of the innovation, so that gradually they become allies in its dissemination. Indeed, the dissemination of an innovation that is often part of a process of reengineering in the organization, requires an important collective work with support from all actors involved. Successful dissemination requires the mobilization of active and interested actors. The engagement model focuses on the process of adopting innovation, its journey through the organization to its success. Socio-technical analysis explains the process through a progressive adaptation movement. Innovation must be transformed, modified according to the context in which it is implemented.

The negotiation that leads to the adoption of a compromise must be conducted between the spokespersons of the entities represented in the organization. Spokespersons are “representatives entitled to speak on behalf of those they represent (Latour, 1989). In order to reinforce their role in the dissemination of innovation, care must be taken to ensure their representativeness within the organization and their legitimacy. If these conditions are met, they would contribute to a better awareness by the other actors of the interest of the innovation and on its merits. The role of allies is crucial in driving change in the organization. The launch of innovation is often carried by a few players, mainly spokespersons. Its diffusion is then reinforced by the increase of actors involved in the change. Indeed, the involvement of a growing number of actors gradually strengthens the network and gives consistency to the project. Their enlistment and their implication, strongly relayed by the spokespersons, reinforce the stability of the innovation. However, any change is never fully stabilized and irreversible” (Callon, 1989). It must be accompanied by building alliances to make it manageable. Without vigilance in the implementation

of innovation, actors can substitute another practice in its place and can simply fall back into the traditional routines that characterized their former practices. The lack of vigilance can also lead to other competing practices and call into question the achievements of the innovation being implemented.

The fate of the innovation is linked to the choice of spokesperson who will carry it and promote it to the other stakeholders concerned right up to its rolling out. Spokespersons have a strategic position in the diffusion process. They are the allies of the innovator who will relay it to mobilize the other actors. The choice of spokespersons is crucial to the success of the rollout. Due to, their representativeness in the organization is decisive. The choice of spokespersons involves a degree of uncertainty, the legitimacy and effectiveness of which can only be verified after the fact. The promoter of innovation generally makes his choice by intuition: “No innovation, no invention that develops without this initial bet, without this elementary act of trust, which defines our relationship with others, and which leads to consider as legitimate, spokespersons with whom you are preparing to negotiate your innovation project” (Callon, Latour and Akrich, 1989).

The incentive model highlights the role of the collective dimension in the process of diffusion of innovation. The actors are active in a process of continuous adaptation of the innovation even if, at first, a mixed reception is often reserved for it by them. The different adaptations are the result of compromise between technical characteristics and the expression of the actors' needs. From this perspective, the strategies and the means implemented are varied and must be adapted to the circumstances of the field. The adoption of an innovation is the result of a socio-technical compromise, the fruit of a long negotiation and a slow process of simultaneous transformation of the technology and the society intended to adopt it. The diffusion of a technique and its adaptation for the needs of an organization is often done by hybridization.

2.2. The neo-institutional theory

Neo-institutionalism is characterized by two key notions, that of the institution and that of the organizational field. Institutions are defined as structures and

uses that make sense and stabilize the social behavior of agents (Scott, 2001). They evolve within organizational fields that bring together organizations or actors that form a well-identified institutional life. The concept of the organizational field is defined as “a community of organizations sharing a common thought system and whose participants interact more frequently and decisively with the internal actors in the field than with the external ones” (Scott, 1995, p.6). This notion makes it possible to identify with relevance the agents concerned by the study. Indeed, institutional analysis pays attention to the social context and the stability of social institutions. March and Olsen (1984) point out that “social, political and economic institutions have become more important, considerably more complex and resource-rich, and a priori more important for collective life”. To be interested in institutions is to focus on the mechanisms by which economic and social action is realized.

Institutionalist analysis considers institutions as the structuring bases of social and political life. It illuminates the way in which meaning is socially constructed and the way symbolic work transforms the concept of action. It suggests that individual preferences and basic categories of thought such as self, social action, state and citizenship are shaped by institutional arrangements.

Neo-institutionalism in organizational analysis is distinguished by its sociological character (Di Maggio and Powell, 1997). It has its roots in the “old institutionalism” of Selznick (1949, 1957).

According to Di Maggio and Powell (1997), both approaches focus on interactions between organizations and their environments, and both seek to reveal aspects of reality that are far removed from the formal description of organizations. They emphasize the role of culture in shaping organizational reality.

Neo-institutional theory characterizes the behavior of organizations and actors, especially with regard to social constraints. Actors do not always act out of pure economic rationality. They act in a socio-cultural context that influences their behavior. Selznick (1949) emphasized the importance of cultural and social constraints in the behavior and structure of organizations. These latter are the object of external influences linked to values and norms conveyed by their areas of institutional influence. These constraints are coercive (laws

and regulations), normative (professional standards) and mimetic (imitation of peers or other organizations in the institutional field). They influence the mutations of organizations and tend to a convergence of behavior described as isomorphism (DiMaggio and Powell, 1983; Meyer and Rowan, 1977). Thus, political pressures, which present issues of legitimacy, may encourage public organizations to innovate, especially if the environment shows signs of decline (Verhoest, Verschuere and Bouckaert, 2007).

Coercive isomorphism is directly related to the institutional field of the organization. It results in particular from the pressures exerted by the State which establishes new laws and rules. The search for compliance encourages the organization to adopt behavior consistent with the general framework.

Normative isomorphism is essentially based on the professional behavior of the actors who, through their exchanges, form a convergence of behaviors. Actors often evolve within professional networks and are motivated by the “search for conformity with the standards produced by the social structure” (Leroux and Pupion, 2006).

Di Maggio and Powell (1983) also stress the importance of the mimetic isomorphism of organizations that evolve in complex and muddled situations. In the absence of known solutions, organizations adopt the behavior that they consider to be the most legitimate given the practices of other organizations in the same institutional field. Durand (2003) defines legitimacy as an attribute linked to organizations that gives them the status of reference for carrying out actions. Eric Leroux and Pupion (2006) also point out that it results from excellence in a function, a field or the constitution of a social capital. The interest of an organization in imitating the practices of other organizations is based on their reference positions. Imitation follows from a desire to reproduce management choices made by others.

Authors such as Berger and Luckman (1966) have been particularly interested in consolidating institutional norms as part of a complex and continuous social process. Thus, it appears that the institutional field, often presented as stable, can evolve. Confrontations are possible around representations and values that can produce an “institutional battlefield” (Hoffman, 1999). In the context of a broader vision of neo-institutional

theory, the relationship between institutions and organization is presented in a dynamic and processual perspective.

2.2.1. The neo-institutional theory and the diffusion of innovation in public organizations: the concept of institutional entrepreneur

Most of the time, innovation in the public-sector benefits from the experiences of diffusion of innovations in the private sector. Diffusion in the public sector requires contextual adaptations (Sahlin-Anderson, 1996). At the operational level, the innovation diffusion process is facilitated by initiatives taken by institutional entrepreneurs who act as agents of change. Institutional entrepreneurs are actors with sufficient resources to generate new institutions, especially to meet their interests (DiMaggio, 1988). Entrepreneurship as a driving force for innovation in public administration is a long-standing research theme (Windrum and Koch, 2008). The work carried out in connection with public administrations, a highly institutionalized context, focuses on deploying a more collective or more systemic entrepreneurship (Bernier and Hafsi, 2007). It involves alliances between actors. Institutional entrepreneurship is often used in a crisis context. Fligstein (2001), for example, showed the role played by the European Commission, which acted as an institutional entrepreneur to develop the single market. In addition to the influence of the context on the ability to act, the influence of the actor's position in the institutional field is important on his entrepreneurial behavior. The question often asked by the research themes concerns the link between the actor's power of action and the opportunities that are offered. From this perspective, the results tend to conclude that change often comes from peripheral actors (Lockett *et al.*, 2012) as they are least favored by institutional arrangements and most receptive to alternative norms. The authors show that it is entrepreneurs who occupy an intermediate position who are best placed to drive significant change. The position of entrepreneur gives them the opportunity and the legitimacy to act and the proximity to the field increases their power of action. To reinforce

this legitimacy, they develop links with other actors in order to obtain their cooperation, using material resources (incentives) and symbolic resources (speeches) (Hardy and Maguire, 2008).

2.2.2. The neo-institutional theory and the context of EPLE: the concept of institutional arrangement

The neo-institutional approach enlightens our research work, particularly with regard to what Davis and North (1971) referred to as "institutional arrangements" and the resulting work on modes of governance (Williamson, 1996). The work on neo-institutional theory allows us to complete the analysis on the ability of intermediate steering bodies in the diffusion of management tools in the EPLE. Can the notion of "institutional arrangement" applied to these bodies play an important role in the dynamics of distribution? What can be the brakes and obstacles to overcome and levers to operate?

Firstly, we propose to make a distinction between the institutional environment and the institutional arrangement. This distinction is made by Lance Davis and Douglas North (1971, p.67). For these authors, the institutional environment refers to the rules of the game and the legality that governs the activity of the actors. The arrangement refers to how the actors use these rules and how transactions are organized under these rules. Coase gives more precise content by speaking of "institutional structures of production" (Coase, 1991). By institution we mean "a set of durable, stable, abstract and impersonal rules, crystallized in laws, traditions or customs, and embedded in devices that implant and implement, by consent and/or constraint, modes of organization of transactions" (Ménard, 2003). Several points characterize this definition. In the first place, the stability and sustainability of the rules of the game fundamentally characterize an institution. It emerges from this first characteristic feature, a permanence of institutions, particularly of their modes of governance (or organizational modes). This results in an important consequence concerning the time horizon of the institutional analysis that must be undertaken in the long term. Williamson proposes for this purpose "to think institutions in

secular terms” (Williamson, 2001). By analyzing the institutional arrangements, Williamson assigns them an intermediate time scale and speaks of “intra-secular”. The second characteristic point of the definition concerns the rules of the game which are described as abstract and impersonal. They transcend individuals and organizations. They impose themselves on all the agents concerned by the institution and cannot be interpreted without risking the generation of arbitrariness and injustice. From this lack of flexibility emerges a tension at the origin of the institution’s dynamics. Finally, we underline the normative character of institutions that exist only through the devices that generate the rules of the game.

An analysis of institutional arrangements for implementing rules in an institutional context is an essential component of neo-institutional analysis and is one of the foundations of our research approach.

Indeed, the place taken by the pedagogical council, as a steering and internal regulation body at the EPLE, in our research approach, places us within this perspective of analysis of micro-institutions in relation to the laws and general conditions that frame them.

The focus is on institutional arrangements that will facilitate transactions and reduce costs. The analysis focuses on two aspects: enforceability, i.e. the ability to implement ex-ante feasible rules and implementation procedures, and enforcement, or the devices needed to make these rules operational ex-post, to secure agent transactions.

In general, an institution's effectiveness is assessed in terms of the volume of transactions that take place and their fluidity. They also characterize the dynamism of the institution. But the effectiveness of an institution must also be appreciated in terms of the resulting equity. Efficiency could be indeed only in appearance and negative effects could result from an improvement in the volume and quality of transactions, even in the presence of a reduction in the costs of these transactions.

Moreover, the efficiency criterion does not systematically provide information on institutional stability. Ineffective institutions, because they do not favor transactions or significantly increase their costs, can remain in place for a very long time.

Intervention research carried out within the framework of an EPLE will lead us to apply the rules of neo-institutional analysis in a context different from that which allowed the rise of the theory at the origin, in relation with the market economy. By focusing our analysis on institutional arrangements, we will pay particular attention to intermediate organizational forms. By this we mean modes of governance that rely on internal and external bodies (within the EPLE) that facilitate governance and reduce opportunistic behavior of actors. These arrangements will act as an interface in the management of organizations. A better understanding of these intermediary bodies will allow us to understand more about their functioning, to formalize the contracts that govern their operations and the mechanisms of coordination and incentive. What roles can they play in the production and distribution of management tools?

In summary, the neo-institutional theory will contribute to a more in-depth study of the mechanisms in the EPLE that allow it to organize transactions internally in an efficient way or on how a group of actors supported by these principles contribute to the organization's effective steering compared to other institutional arrangements.

Ultimately, we wish to converge our work to highlighting the potential for redefining the individual and collective contracts that underpin the rules of organizational choice and the adherence of actors and stakeholders. To enable this, we have chosen to place the intermediate regulatory bodies of the EPLE (educational council, CESC) in the role of “micro-institutions” (Levy and Spiller, 1994) and interface between the environment institutions and the actors of the organization. Studies carried out, notably by Levy and Spiller (1994) and Ménard and Shirley (2002), show the key role of these devices in organizational choice and their effects in terms of performance. By highlighting the importance of these micro-institutions, essentially in certain sectors of activity, the authors have brought out a theory of “relay institutions”, articulating the general rules of the game to the actual modes of organization of transactions. According to these authors, it is these intermediary institutions that largely explain the differences in performance and explain why the same mode of governance or the same organization leads to success or failure. What about the public education sector? Can one verify the

theory of “relay institutions” in the implementation of the piloting of the performance of an EPLE? What role do intermediate regulator bodies play? In general, we have contributed to a better knowledge of school institutions (EPLE) and how they interact with the arrangements for which they serve as support and framework.

The education system is affected by the NGP. Public organizations are subject to two new binding frameworks related to the Rationalization of Budgetary Choices (Reform of the Accountant and Budget Framework for EPLEs) and the LOLF. They emanate from public authorities and result in the emergence of a New Public Management. Transformations in EPLEs become necessary for true integration and embedding in NGP. As a practitioner, we have chosen to take the path of researching and experimenting with a new management model built around the Prospective Balanced Scorecard to promote the deployment of the principles of NPM in EPLEs.

Like any institution, the EPLE is governed by rules and procedures that regulate the interactions and behavior of actors. Institutions provide a stable framework for reducing uncertainty and structuring collective action (North, 1990).

The issue we have developed in our research focuses on the link between a management tool and managerial change in an EPLE. Our research also took into account other theoretical dimensions related to interpersonal networks (Granovetter), public policy implementation networks (LeGalès) and organizational learning (Argyris and Schön). They are not further developed since they do not directly concern our article.

To summarize, our research approach is based on the principle of distributing managerial innovations in the EPLE through the dissemination of management tools. The involvement of actors and stakeholders in the process of “translation / dissemination” of these tools is a pretext to get them to co-construct meaning around a more global conceptual model of steering an EPLE and to get them involved.

We summarize in Table 1 the theoretical approach adopted. It is based on the diffusion of an innovation in the EPLE. With this in mind, we intend to create

a dynamic of translation (in the sense of Callon and Latour, 1986, 1991), by a strong involvement of the pedagogic council, as an internal steering committee to the EPLE, and by a membership and an enlistment of actors through a network of alliances composed of the librarian, the EPC and the administrator. The concepts of “translation center”, “technical artifact” and “alliance” related to the theory of translation (Callon and Latour, 1986, 1991) have been used to facilitate the distribution of a management tool as the starting point for managerial change. The theoretical anchoring is reinforced by the mobilization of concepts related to institutional pressures drawn from the work of Di Maggio and Powell (1983) on neo-institutional theory. In the current context of EPLEs, could we make these pressures assets for the dissemination of the TBD? The trials aimed in particular to measure the role of the educational council as an institutional entrepreneur (in the sense of the neo-institutional theory) and as a vector of managerial change in the EPLE, by institutional arrangement.

3. RESEARCH INTERVENTION

The main objective of the research approach was to highlight the potential for managerial changes in EPLEs and the possible involvement of actors when they are closely involved in the process of constructing the managerial model. The finding has also been reinforced by highlighting a close relationship between managerial changes in the EPLE and the possibility of diffusion of management tools. The interest of our research lies in the fact that the targeted change is part of a complex and highly institutionalized environment, renowned for its resistance to managerial innovations.

The subject of research arises mainly in terms of “translation” (theory of translation) of academic policy (academic project) and its deployment in all functions of the EPLE (school project). Our approach consisted precisely in co-constructing with the actors and testing a prospective Balanced Scorecard model that will facilitate this “translation”, in the implementation of the establishment project and in the deployment of the academic policy in the EPLE. The issue of

THEORETICAL APPROACH	THEORIES USED	EXPECTED EFFECTS
<p style="text-align: center;">Distribution of an innovation within an institutional framework</p>	<p style="text-align: center;">Theory of translation (Callon and Latour, 1986, 1991):</p> <p style="text-align: center;">Concepts used: translation center, translation tool or “technical artifact”, alliances, enlistment</p>	<p style="text-align: center;">Dynamic translation</p> <p style="text-align: center;">Involvement of the educational council</p> <p style="text-align: center;">Accession and enlistment of actors through a network of alliances (Librarian, EPC, administrator)</p> <p style="text-align: center;">Dissemination of a management tool as a starting point for managerial change</p>
	<p style="text-align: center;">Neo-institutional theory (Di Maggio and Powell, 1983):</p> <p style="text-align: center;">Concepts used: Institutional pressures (coercive, normative and mimetic), institutional entrepreneur, institutional arrangement</p>	<p style="text-align: center;">Making institutional pressures assets for the diffusion of the PBS.</p> <p style="text-align: center;">Make pedagogical advice an institutional entrepreneur and a vector of managerial change by institutional arrangement</p>

Table 1 – Theoretical framework and expected effects

deployment is approached as a problem of diffusion of a supra-objective related to the deployment of public education policy and as a problem of feedback and reporting. The Prospective Balanced Scorecard has the status of a translation tool for academic policy, in the research protocol (translation theory or actor network Callon and Latour).

To reinforce the diffusion of the model within the EPLE, we have therefore emphasized three levers:

- Co-construction of the Prospective Balanced Scorecard and Steering Indicators by actors and Stakeholders.
- Strengthening the role of the intermediate steering bodies, particularly the educational council.
- The implementation of an adapted experimental mode (intervention research protocol adapted from Zardet and Savall).

3.1. Experimental protocol

The research protocol that we have put in place is directly inspired by the ISEOR model (Institute of Socio-Economics of Enterprises and Organizations) that we adapted to the research field. The object of research and the problematic place us in the spirit of the method developed by Savall and Zardet (2011). The approach is multi-dimensional and the perspective of analysis is interactionist (actors / system / tools). Our interest in the development of EPLE's overall performance and the multidimensional approach of the tool used in an interactive perspective largely explain the choice of this method.

The experimental protocol (Figure 1) that we have implemented is inspired by the ISEOR method. It borrows the principle of data triangulation. The research work must be based on observations and debates, within the EPLE research group and the working group within the training catchment area. Stakeholders and stakeholders contribute to the construction of the pilot model. We discuss the founding

concepts of the Prospective Balanced Scorecard and the construction of its meaning. This step should be extended by an analysis and formulation of the key concepts carried out by the researcher for submission to the educational council, during a second stage of the protocol. The latter aims to implement field research in an authentic and real situation. It is a question for the researcher to study the conditions of adaptation and diffusion of the management tool and to analyze the possible brakes, obstacles or blockages. This phase reinforces the construction of knowledge of scientific intent, in particular by validating them internally. The process then takes the form of an intervention on the studied object to generate organizational change.

The construction of the management tool was therefore made by “going back and forth” between the research group and the educational council (Figure 1). Debates concerning fundamental concepts of the model took place within the research group, which served as a space for experimentation and learning. As a researcher, our role was to introduce innovative concepts, to animate debates and to create the conditions for interactivity, by giving feedback on the ideas expressed. These ideas were submitted to the educational council and then to the board of directors, for debate and validation. More than ten meetings of the educational council were devoted to the debates on the management tool (Table 2). At the end

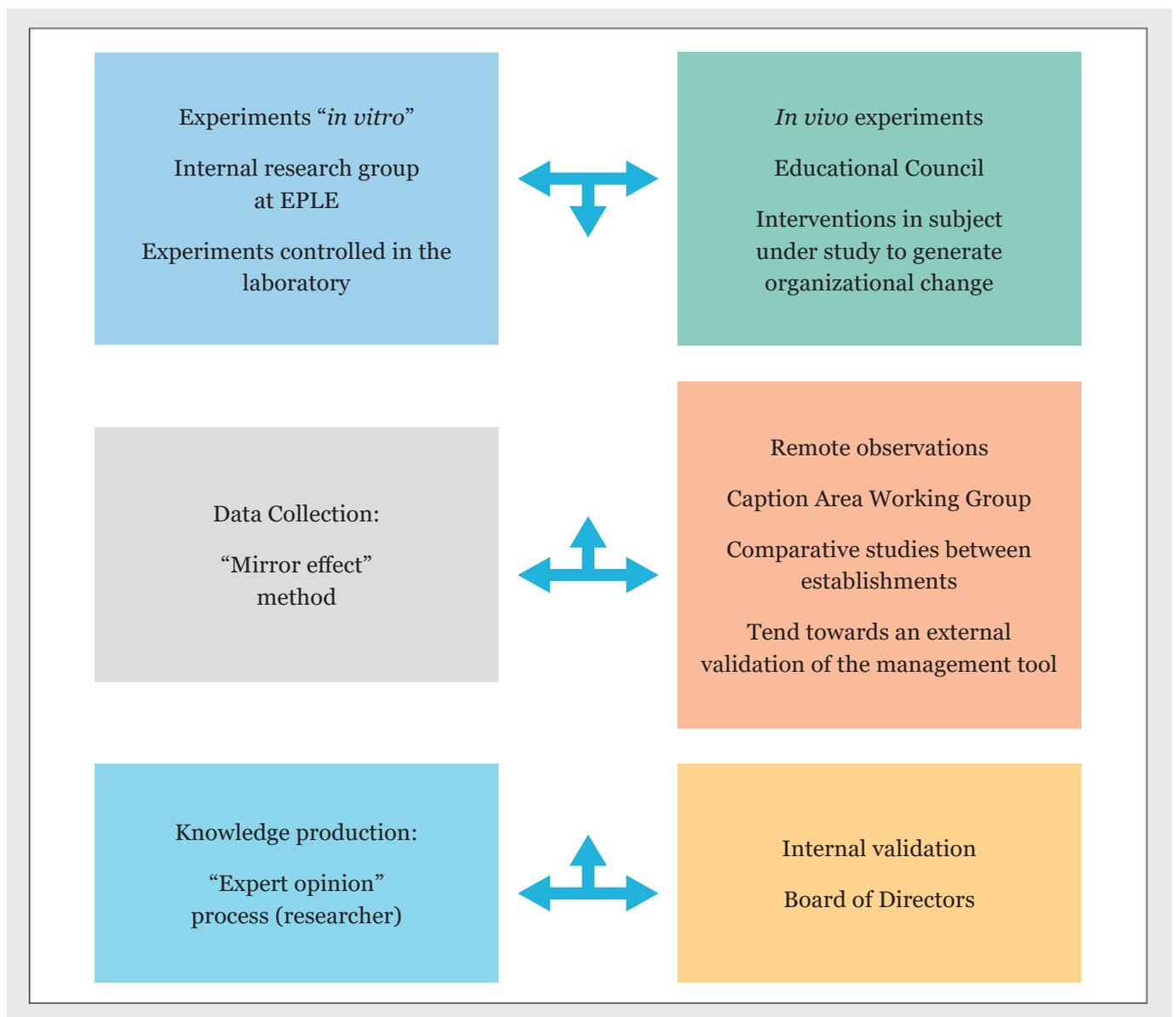


Figure 1 – Experimental protocol

of each quarter, we extended the debates into plenary meetings, as the final forum for debate and validation within the EPLE.

3.2. Internal and external validation process

The research protocol is adapted to the institutional context of the EPLE. The external validation of the model results from a strong implication of the local institutional decision-makers of the National Education: DASEN, IA IPR essentially. As for the internal validation, it results from an ongoing process which involves the school educational council then the board of directors.

We accompanied the managerial change of an interactive learning process that led us to gradually introduce the research subject. The actors were the subjects of a research procedure (in the sense of Savall and Zardet) within the framework of the EPLE consultation and steering bodies.

According to Savall and Zardet (2011), research-intervention or research-experimentation “characterize research practices that link and alternate research in-house (*in vivo*) and work in ‘laboratory’ (*in vitro*) (Figure 1). From an iterative formulation of hypotheses, the researcher-speaker co-produce a result for the company, while conceptualizing”. The process implemented through research and action aims at organizational changes while producing scientific knowledge.

Data collection was done using the “mirror effect” method, based on the ISEOR model (Savall and Zardet, 2011). The mirror effect is a method of processing qualitative information that allows the analysis of the content of the actors’ interviews. After analysis, the speeches are reformulated to allow the emergence of shared representations potentially generating validated information. The model aims to give meaning, in a progressive way, to the collected information, without distorting it, until it results in knowledge deemed validated.

The process of validation of knowledge is supported by the so-called “expert opinion” phase which is a

concise and personal analysis of the researcher. According to Savall and Zardet (2011), “The expert opinion is the interpretation par excellence of the researcher of the situation studied, of the phenomena identified, their origins and their scope”.

The process of validating information collected from actors and stakeholders therefore involves two steps that are “mirror effect” and “expert opinion”. These two stages constitute two operating techniques of the principle of “contradictory intersubjectivity” and that of “cognitive interactivity” (Savall and Zardet, 2011). The implementation of these two principles ensures the necessary objectivity. The researcher must, at first, become aware of his personal log of his perception of things to avoid producing unconscious subjective knowledge, fruit of his own thought model and devoid of all objectivity. He must also avoid any emotional connection with the thought patterns of the actors he encounters during his research, by taking the necessary distance.

We combined several data collection modes to reinforce their validity, in accordance with recommendations of certain authors such as Hlady-Rispal (2002).

The participant observation sessions were accompanied by note-taking, which were transcribed fairly quickly before being analyzed. As for the individual interviews, the note taking followed the interview guide whilst leaving a margin of freedom to the interlocutors to facilitate the debate. We completed our note-taking by reading the minutes and reports when they were scheduled. Moreover, during the meetings of the working groups in the EPLE and in the training caption area, we systematically appointed a rapporteur to have another source of information on the restitution other than that of our own note taking.

We have chosen to involve, in the study, the actors and stakeholders who are concerned, directly or indirectly, with the life of the EPLE. This choice integrates the internal actors and the educational partners who intervene in the fields of action of the EPLE. Regarding the internal actors, we made the choice to involve all the staff in our study. As the scope of the study was limited to one EPLE, the involvement of all the staff was feasible and should

DATES	PRELIMINARY WORK	VALIDATION BY THE EDUCATIONAL COUNCIL
Thursday 16 September N	Information / consultations and vote by the board of directors	Establishment of the educational council
Tuesday 14 June N+1	Observations - information - State of the art	Validation of the research theme and the scope of the study (EPLÉ)
Tuesday 11 October N+1	Establishment of a research group in the EPLE and a working group in the training catchment area	Validation of the modalities of implementation of the research (link between project approach and management tool)
Thursday 8 December N+1	Research Group Working group (area) Expert advice	Validation of the principle linking the PBS to the establishments' project approach: articulation by the axes of the PBS (pupils - process - organizational learning - means)
Tuesday 24 January N+2	Research Group Working group (area) Expert opinion	Validation of the PBS axes and their links with the establishment project
Thursday 22 March N+2	Research Group Working group (area) Expert Opinion	Validation of a first outline approach of the PBS model including all of the indicators
Tuesday 11 September N+2	Research Group Working group (area) Expert Opinion	Presentation of a finalized model of the PBS
Monday 3 December N+2	Staff Seminars Research group / working group - expert opinion - seminars	Validation of a shared diagnosis and a preliminary draft of the establishment project
Thursday 23 May N+3	Research Group Working group (area) seminars Expert opinion	Presentation and validation of the new educational establishment project to which is associated the PBS

Table 2 – Calendar of School Pedagogical Council work related to the validation of the tool

make it possible to strengthen the representability of the study sample.

The participation of the actors in the process of construction of the tool has been a lever for learning and changing representations vis-à-vis global management methods. One teacher told us “to have realized the importance of taking an interest in the life of the school and its management”. A head of establishment of the area, justifies the reinforcement of the steering of the EPLE by a better anchorage in the field, to consolidate its autonomy.

The choice of the management tool and the method used to promote its distribution, based on work carried out within a training catchment area and within the framework of an academic administration, are in line with the current ongoing institutional guidelines. We meet the expectations of stakeholders (principals in particular) and institutions (rectorate, academic administration, local authorities) in the development of steering indicators and implementation of a strategic management. At the same time, we are witnessing an increased institutional interest in the school project approach to support the implementation of a new

academic governance. The management tool is part of this dynamic of reengineering the steering of the EPLE. The instrumentation of the school project is one of the facets. The Prospective Balanced Scorecard, adapted to the steering management of the EPLE, appeared to us to be an appropriate tool to support an institutional process of managerial change (LOLF, reform of the accounting and budgetary framework, New Public Management, academic governance, departmental steering).

The Prospective Balanced Scorecard is a method implemented in 1992 by Robert S. Kaplan and David Norton that aims to measure the activities of an organization in four main dimensions: learning, processes, clients and finances. It enables a global understanding of their organization by associating with the financial results, analyzes related to the human questions that lead to these results. The Prospective Balanced Scorecard enables the formalization of a strategic management system of the EPLE that forces the head teacher to focus on the metrics that lead to success. It allows him to reconcile the prospect of financial balance with that of the satisfaction of the user, the process, teachers, other actors and other stakeholders.

Use of the Prospective Balanced Scorecard as a management tool enables the process of construction of the strategic management of the EPLE around the following axes to be made:

- The user: with the measurement of the impact on the user and the follow-up of his expectations.
- Internal processes or key processes: which processes create value?
- Organizational learning dynamics / strategic deployment: The Prospective Balanced Scorecard model that we wanted to adapt to the management of EPLE should facilitate the strategic deployment of the organization and make it self-learning, enriched by new knowledge through interaction effects between management staff, teaching and educational staff, pupils and their parents and other stakeholders.
- The financial equilibrium of the EPLE is a dimension to be taken into account under the

criteria of the LOLF. They are translated by the new accounting and budgetary norm and implemented in the EPLE budget.

The Kaplan and Norton model provides additional information on the traditional accounting and financial system. It makes it possible to highlight the human, organizational and informational capital as part of a real strategic map. The model is based on the measurement and monitoring of this immaterial capital. We wanted to study the conditions of implementation of a management control system for the EPLE which allows to enrich its accounting and financial data by a multidimensional Balanced Scorecard and strategic mapping.

The observations and analyzes were based on a dynamic co-construction of a tool in the form of a system of performance measurement, communication strategy, and public management of the EPLE.

4. TOWARDS A STEERING MODEL ADAPTED TO EPLE

4.1. *The Prospective Balanced Scorecard as a support for Reengineering of the School Project process*

The adaptation and distribution a Prospective Balanced Scorecard allowed for a reengineering of the school project approach. The resulting managerial model is part of a regulatory scheme for the proximity education system that this research has made explicit.

The successive transformations of the Kaplan and Norton model have given rise to a Balanced Scorecard configuration adapted to the steering of the EPLE and which has four strategic axes linked together according to a “cause / effect” logic: pupil, process, organizational learning and means. The reading direction of the axes gives a frame-type of the EPLE steering map that results from the research (Figure 2). The designation of the axes is not consistent with that derived from the Kaplan and Norton model. Similarly, the balanced Prospective Balanced Scorecard model

of the scoreboard to which these authors have arrived is partially broken. The control chart presents an architecture of the axes in a configuration to which we finally arrived at the end of the research. It gives priority to the “pupil” axis, as widely expressed by the actors which found the very object of the EPLE. This choice is also of managerial interest in line with the EPLE context. It avoids approaching the steering of the latter by an economic-financial prism which could divert some of the actors from the management tool. The development of the managerial map from the “pupil” axis also has a pedagogical interest in promoting the expected managerial changes. By directly linking the “pupil” axis to that of the “processes” implemented, the approach makes it possible to question the actors on their roles in the implementation of student success and, ultimately, on their professions. The question of means is only posed at the end in terms of resources allocated to be optimized and not as finances to be made profitable. This way of presenting the axes makes it possible to focus the deployment of the educational policy of the school from the “pupil” axis before asking the question of the means. We wanted to place the actors in a logic of internal resources. This approach is an innovation for teachers who are accustomed to acting according to a logic of means that has led them to always ask for more without putting themselves into question.

In the opinion of the actors interviewed, the question of means must be asked after having defined the needs of the students. Most teachers have often submitted their commitments in implementing the objectives of the school project to additional resources. This posture did not allow the development of the establishment project as a management tool, notably due to a lack of commitment by some of the actors. We therefore needed to promote the school project approach to the actors, based on a student-centered approach. The question of means coming second. To do this, we first focused on the formalization of a Balanced Scorecard adapted to the EPLE according to the new managerial scheme that we wanted to promote. This results in an EPLE-adapted steering map based on the construction logic of the Prospective Balanced Scorecard (Figure 2).

An EPLE wishing to develop a Balanced Scorecard implementation approach to performance management, must develop its management steering chart.

The risk is that a diagnostic approach does not lead to a sincere presentation from those managers who are reluctant to engage in self-analysis that often leads to a questioning of their managerial practices. We had to avoid that, consciously or unconsciously, we came to give a consistently positive image of the proposed managerial actions. The research approach adopted and the model envisaged allowed the distance necessary for the development of a more objective steering map. The process of co-construction of the tool and the choice of the latter contributed to this objective. We have had to overcome a shortcoming related to the managerial culture of public service managers and the education system in particular, which often pushes them to hide behind the administrative vocabulary, referring in particular to pre-established missions and modes of operation instead of adopting a more open management culture. An IA IPR EVS (Inspector of academy, regional pedagogical inspector, establishment and school life), during an interview conducted as part of our research, in May N+2: “I regret that school heads do not make sufficiently use of experimentation as authorized by Article L.401-1 of the Education Code”. The highlighting of the activities of the teaching field and their measures of impact achievement with pupils has given rise to a lively debate, particularly with teachers. The latter did not wish to make explicit the activities beyond the transmission of knowledge and the evaluation had to be limited, according to them, to the students' grades. Our objective was, on the contrary, to build a management control tool that should encompass the overall evaluation of EPLE's educational policy: transmission of knowledge, know-how and life skills. Their reluctance follows that which they have had with the deployment of the “common foundation of knowledge, skills and culture” in the field. The co-construction of the management tool led them to adopt a global vision of the EPLE evaluation.

Similarly, taking into account the (official) exam results (DNB, Baccalaureate, BTS), does not always make it possible to have a global vision of the results of the EPLE's activities. Educational benefits are often made available to students but are not accounted for as exam success percentages. Their valorization by more comprehensive result indicators seemed to us more appropriate within the framework of an innovative management control system. The approach is not part of the actors' habits who have taken the habit

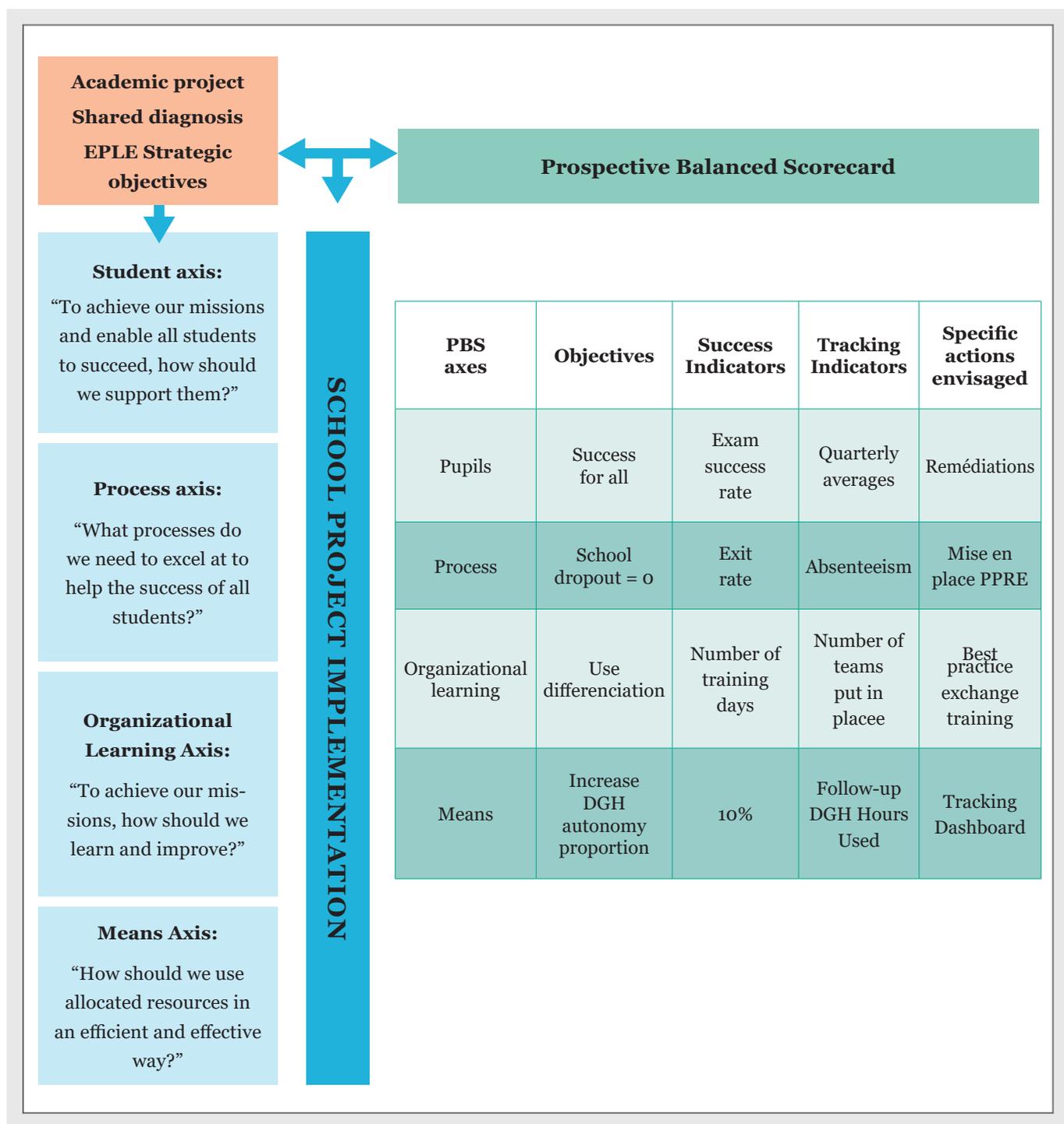


Figure 2 – The Prospective Balanced Scorecard, a template for constructing the school establishment project

of appreciating the performance of the EPLE only through official success percentages. In this context, the management tool aims to change habits and open the fields of view of stakeholders in order to enhance the value of EPLE's activities.

All of the educational establishment's goals have been brought under control and translated in terms

of management indicators. The same is true of the guidelines, the missions or their operational rollout, the achievements, the key factors of success as well as the major constraints.

We have integrated existing measurement tools and considered identifiable gaps in the EPLE's information system to guide indicator development

work. This analytical work led to the development of the performance management map and then the Prospective Balanced Scorecard.

In addition to being a management tool, the Prospective Balanced Scorecard was also designed as a tool to assist in the construction of the EPLE school project (Figure 2).

On the managerial level, we wanted to create the conditions for a more flexible and user-oriented organization. With this in mind, we chose to focus on our core missions, analyzing and restructuring the main operating processes, alongside the diffusion of the steering model. Figure 2 illustrates the EPLE steering map that defines the construction plan for the school establishment project. By adopting the operating principle of the Prospective Balanced Scorecard (cause / effect links between the axes in particular), the steering map imposes a common methodology for the construction of the school establishment project and the management control tool to which it is associated. The Prospective Balanced Scorecard serves as a general framework for the school establishment's management control model.

The parallel between the model resulting from the research and that of Kaplan and Norton, taken as a frame of reference is no longer to be done in terms of form.

The main lesson to be taken from our study is therefore the reversal of the order of priorities between the Norton and Kaplan model adapted to the private sector and the model that we adapted to the EPLE. Thus, the financial axis is no longer a priority in the case of the EPLE, even if in the classical model the axes are finally balanced. The focus is on the students who become the priority. This axis is then linked to the process axis, in a "cause-effect" relationship. Effectively there is a direct link between the response to student needs and our professional practices from a process perspective. This angle of attack allows us to build a prospective school project that questions the processes implemented and practices in everyday life to achieve educational and academic goals before even asking the question of means. This is in itself almost a paradigm shift since usually, actors and primarily teachers, start by questioning us about the means deployed by the state. We have contributed to

a change in team habits by making them work first on the expectations of users. We asked ourselves about the question of means only in terms of optimization with regard to the objectives set. Additionally, organizational learning appears as a steering lever to create the conditions for a learning institution. The major interest of the research is to have contributed to the development of a management tool that offers the possibility of anticipating future consequences for the EPLE. The link between the Prospective Balanced Scorecard and the school establishment project makes it possible to go back and forth, in an interactive way, between the past, the reality and the future in order to allow the EPLE to keep pace with its context.

The management tool has proved to be a relevant communication tool for the institution, for example in administrative dialogue, to present more complete information on education policy and its results. The same applies to support potential requests for specific resources.

Thus, the indicators related to the implementation of personalized educational success programs (PPRE) (number, quality of protocols put in place...) were deemed relevant by the Assistant DASEN. They allow, for example, to justify exemptions to enable students benefiting from PPRE to sit CFG (certificate of general education) exams. We have indeed noted a 30% increase in these exemptions, since use of the Prospective Balanced Scorecard as a support for the administrative dialogue with the academic management.

In the relationship between the EPLE and the institution, the management tool, besides its role in team management, can be an interesting communication tool for the EPLE.

The involvement of the hierarchy in the process of constructing the steering model reinforces its legitimacy with the EPLE stakeholders. The results of the research were presented to DASEN and IA IPR EVS for their opinion. Our involvement in a departmental working group set up by DASEN, in charge of harmonizing EPLE steering indicators, constitutes a guarantee of institutional recognition of our research. Thus, the participative aspect of the approach did not overshadow the hierarchical dimension linked to the status of the EPLE, which is part of a strong

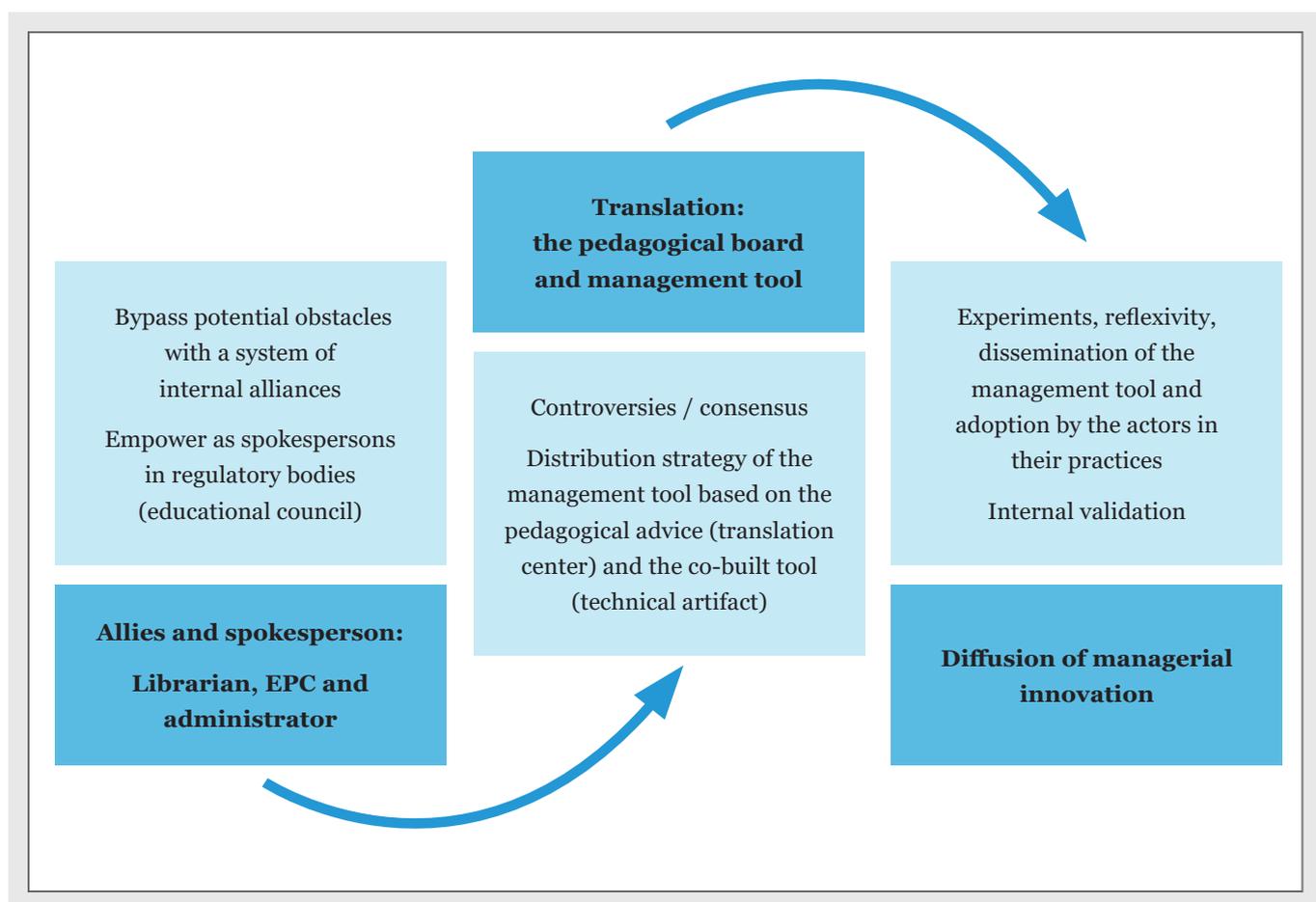


Figure 3 – Elements of the theory of translation and research results

institutional anchoring. Indeed, the hierarchy must give its point of view on the construction of the tool which largely determines the nature of the administrative information that is fed to it. In this context, the editing of indicators occupies an important place. The research approach gives the steering indicators and the methodology of their co-construction an important role in the mobilization of the actors and in the diffusion of the managerial model in the EPLE.

4.2. Membership, recruitment and evolution of the actors

The mobilization of the theory of translation elements, facilitated the diffusion of the management tool (Figure 3). Indeed, by relying on a system of internal alliances, consisting of the librarian, the EPC and the administrator, we managed to circumvent the potential obstacles. Moreover, the distribution

and diffusion strategy of the management tool, based on the mobilization of the pedagogic council, as a translation center (in the sense of the theory of translation), and on the co-construction of the tool as “Technical artifact”, has been a success factor. The pedagogical council was an important lever to reach the consensus in the EPLE on a managerial model based on the Prospective Balanced Scorecard.

The importance of institutional pressures in the dynamics of diffusion of managerial change should also be noted. Coercive pressures, particularly related to the implementation process of the LOLF, have confirmed the legitimacy of our approach to distributing and spreading a managerial model based on control by performance.

Stakeholder support was noted, in particular by a strong contribution from the principal professors in the use of the Prospective Balanced Scorecard and steering indicators (Table 3). Their contribution to the

INITIAL STAKEHOLDERS POSITION	RESEARCH POSITION	FEEDBACK FROM STAKEHOLDERS	EXPRESSION OF STAKEHOLDERS' ADHESION
Distancing themselves from the managerial aspects of the EPLE (training, culture, lack of interest...)	Co-construction of steering indicators and meanings associated with them	Strong involvement of stakeholders in the educational council played a determining role in rolling out the tool	Strong contribution from principal teachers in the control system: The PBS has become a common repository Co-construction of the tool was factor of adhesion: Integration of concepts in the stakeholders' professional actions
Development of defensive organizational routines and adoption of a vertical and highly compartmentalized professional approach	Co-construction of steering indicators and meanings associated with them	Se sont sentis concernés et soutenus par une démarche managériale participative	Adhesion to the overall approach to assessing the EPLE: integration of methodological and conceptual aspects in professional behavior
Lack of interest in the technical aspects related to the management tools (complexity)	Simplification and distinction between technical and conceptual aspects	The distribution of the Annual Performance Report (RAP) was well perceived	Adherence to the policy of the establishment and goals of the school plan with fewer defensive routines

Table 3 – Evolution of the position of internal stakeholders

co-construction of the tool and their strong involvement in pedagogical advice were decisive factors. The development of a global approach, facilitated by the use of Balanced Scorecard, made it possible to break with an exclusively vertical steering dynamic. The commitment of the actors was expressed by a better integration of the aspects related to the management of the EPLE in their professional approaches (indicators, concepts...). We also noted an increased interest in the school establishment policy and the objectives of the school project.

The participation of the parents' representatives and those of the students in the editing of the indicators made it possible to bring them closer to the life of the school. The change in behavior is visible, especially in the participation of parents in the elections of representatives on the Board of Directors. The participation rate went from 28.9% to 38.2%. Even

In the opinion of a parental representative (research group, March N+3), "the involvement of parents in the co-construction of the management tool and steering indicators was a factor of mobilization". Furthermore, along with the students, the parents' representatives strongly contributed to the emergence of monitoring indicators and results on the living conditions within the EPLE, particularly concerning half-board and its anchoring in the educational policy of the EPLE. By co-constructing the indicators, the methodology used contributed to the empowerment of parents and students and strongly reinforced their sense of belonging to the EPLE. A representative of the parents (research group, March N+3) considers himself "more respected and recognized by a proactive management approach". Another parent, representative on the board of directors (December N+2), considers himself "more concerned and implicated by information derived from indicators that he helped to construct". During a

sequence of the research group (March N+2), another parent considers these indicators “more credible and likely to promote real co-education between the EPLE and parents”. The exchanges are thus “made easier between the EPLE and the parents” considers another parent, during an interview (March N+1).

We have achieved a level of aggregation of information embedded in a Balanced Scorecard and an adequate number of indicators to forge a relevant and easily exploitable tool in the EPLE. The tool gives a complete and synthetic vision of the performance of the organization and its services for a specific time period. It is to distinguish tools that are related to the daily operation of the EPLE. This is the distinction between management steering control and operational control. To this end, the Prospective Balanced Scorecard distinguishes outcome indicators and follow-up monitoring indicators. Appendix 1 summarizes 11 outcome indicators and 42 follow-up indicators that we selected for the EPLE on which the research was based. This summary table is followed by a prefiguration sheet for each of the result indicators. As an example, we present the student's Global Success Rate (GRT) score sheet (Appendix 2). All of these indicators reflect the day-to-day operation. They emerge from the analysis of the current existing practices of the actors. Their choices make it possible to include the Prospective Balanced Scorecard in the continuity of existing practices. Their servicing is shared between the different poles of the EPLE and the management. In addition, they feed into the reporting system, which allows the head of the school establishment to process the result indicators. The construction and diffusion of these indicators was desired by the actors. The following box illustrates their testimonials:

Box 1.

A head teacher, during a sequence of the caption area working group (February N+2): “It is necessary to develop steering by using indicators”.

One parent, member of the research group (January N+2): “Participation in the implementation of the steering indicators helps to understand better the functioning of the EPLE”.

Another parent adds: “Access to steering indicators helps us to engage parents, including providing them with relevant information”. DASEN (Interview, April N+2): “Educational establishment heads need to adapt their managerial techniques, in particular by devising relevant steering indicators”. He adds: “and pilot in a logic of resources”.

An administrative manager for the rectorate (interview, November N+1): “EPLEs are at a crossroads, at the heart of multidimensional regulation stakes. This will require the use of appropriate management tools”.

An IPR, during an interview (September N+1) “the interest of steering by indicators in order to get out of a situation of a 'black box' in which is housed the EPLE and the class”. A retired teacher who participated in the research group (May N+2): “steering by the indicators must make it possible to measure the overall quantitative and qualitative performance of the EPLE”.

We led the actors to have a transversal and multidisciplinary vision on the management of the EPLE. The main effect of the change observed concerns teachers who take more into account the global constraints of the EPLE, in the construction of their educational projects. In the box below, teacher comments illustrate this change in mindset, especially in the collective construction in the management of the EPLE.

Box 2.

A teacher, in an individual interview (March N+1): “The construction of the collective must be one of our priorities”. He also states that “the EPLE's strategy needs to be made more accessible” even if, for one of his colleagues, “the steering tool is above all the business of the management”.

With this in mind, another teacher emphasizes “the importance of training”. During the different sequences of the research group, we also noted comments along the following lines: “I

wish to see a more operational school project”, “we need to expand our student assessment system”, “an overall evaluation of the EPLE, why not?”.

Very aware of the importance of taking into account the environment in its pedagogical approach, a teacher, representative on the board of directors (December N+2): “We must integrate criteria related to the environment of the school in the management of the EPLE”.

To corroborate these remarks, the administrator (sequence of the research group, January N+2): “the organizational memory facilitates the link with the other services in the realization of transversal actions”.

The very nature of the experimental protocol implemented seems to have played an important role in the evolution of teachers' positions in particular. The repeated debates within the framework of a fully re-institutionalized educational council in favor of a more flexible functioning and with a power of regulation in matters of pedagogical and educational policies played an important role. It is composed mainly of the main teachers which increases its legitimacy in terms of pedagogical decisions. At the same time, the dynamics of the co-construction of the Prospective Balanced Scorecard created a climate of confidence, thanks in particular to the collective work and to a working methodology that left an important place for considerations in the workplace. Thus, the participation rate of teachers in the pedagogical council sequences remained close to 90%, even after the distribution process of the management tool and the research. Habits are ingrained and teachers prevented from attending for personal reasons, do not hesitate to apologize or to be replaced. On the other hand, this climate of confidence that results from our approach was also verified during the vote on the new school establishment project by the board of directors. All the teachers voted positively. Only two voters, alternate parent representatives, abstained. To explain their vote, they claimed that their alternate status prevented them from participating directly in the debates. We present in Box 3 an excerpt from the deliberation of the board of directors.

Box 3.

Collège Chevreur
4 rue Prébaudelle
49100 Angers

MINUTES OF THE BOARD OF DIRECTORS MEETING N ° 3 DECEMBER 2, N+3

[...]

The School Project N+3-N+7 Approved by
Majority
15 votes in favor and 2 abstentions.

CONCLUSION

Although the use of steering indicators is not part of the managerial culture of EPLE actors, they have gradually become involved in the construction of indicators. The participation rate in the various work sequences of the different groups set up in the research protocol (research group in the EPLE and the cation area working group) and in the teaching council increased from 60% to 90%, between the first and the last meeting devoted to this research. The participation rate has stabilized around 85% for the educational council. The distribution of a management tool and related indicators has been a catalyst for this mobilization and the managerial change that followed. We proceeded in stages, respecting the different stages of the tool construction, habits settled and the actors lent themselves to the experimentation. The final step of validation of the management tool, by the educational council and the Board of Directors, has completed a process of legitimization.

Our research has shown the need for the diffusion of steering models that involve the actors and stakeholders more in the management of the EPLE. Resistance persists, particularly from internal actors who continue to have a limited vision of the EPLE's missions and are not sufficiently aware of the evolution of its context. They refuse the use of evaluation and steering tools that borrow concepts from the private sector. The very principle of performance evaluation or strategic deployment in the EPLE disrupts them. We have placed them at the heart of our research approach, as a guideline for a field approach to analyze the reaction of the actors and to co-construct meaning into these concepts. The experimental protocol implemented allowed us to fully reach the research objectives.

The contributions of our research have been highlighted by an internal validation. Indeed, the educational council, as an intermediate steering management body, and then the board of directors of the EPLE, decided in favor of the managerial model put in place. The Prospective Balanced Scorecard was proposed at the same time as the new school establishment project for vote at the EPLE Board of Directors meeting of EPLE's Board in June N+3. This validation is the culmination of a co-construction process of a management tool that allowed the

actors to express themselves freely and to be true forces of proposition. The model of the management tool, inspired by the Kaplan and Norton Prospective Balanced Scorecard, is the result of these debates and the compromises that have been adopted, particularly within the educational council.

The diffusion of the management tool allowed the implementation of a real managerial engineering within an EPLE. The process allowed to initiate scientific and organizational debates with the actors and dysfunctions were corrected.

Additionally, some of the research findings contribute to the work on organizational learning and cognitive management. Indeed, the introduction of a management tool in the EPLE enabled issues related to the construction of organizational memory to be raised. The Prospective Balanced Scorecard incorporates this dimension, notably by taking into account an axis that is partly dedicated to this (organizational learning).

According to the theory of translation (Callon and Latour, 1991), the concept of irreversibility plays a central role in the validity of the management tool. It results from the collective action and controversy that accompanied the research process. According to the authors, the controversy allows the exploration of the realm of possibilities and to guide towards a relevant choice of solution for the actors. In this respect, a majority may be sufficient to validate a result.

The acceptance by the stakeholders (members of the educational council, representatives of the parents and those of the students and other key actors), supported by the vote by the board of directors of the new school project in a renovated format to which is joined a management tool (the Prospective Balanced Scorecard) represents the ultimate validation step of the research results.

We are aware that the results obtained are limited to one EPLE. The contextualization of the study is the main limitation to our research. We have tried to overcome this by adopting a research protocol that integrates an educational training caption area thus extending our own observation field.

Furthermore, at its scale, our study may have enabled a step towards another logic of steering management

for the EPLE: Move from a logic of people (the school head effect) to a logic of a learning organization?

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APPENDIX 1 THE EPLE PROSPECTIVE BALANCED SCORECARD

Educational Establishment Project Objectives				
Establishment School Project Axes	Expected effects	Result indicators	Monitoring Indicators	Academic and National references
Pupil	<p>Enable the success of all students</p> <p>Measure the equilibrium between the sociological configuration of the attending population and the level of attractiveness of the educational establishment</p> <p>Improve the general conditions of student reception</p>	<p>TRG = 100% (sheet X1)</p> <p>SOPA: E/A (sheet X2)</p> <p>AE (sheet X3)</p>	<p>Ndif PPRE PPREo % PPRE % rPPRE</p> <p>EF PCS ATTR1 ATTR2</p> <p>UNSS CVL Nie</p>	<p>APAE: performance indicators (path, VA, school life)</p> <p>APAE: Personal indicators and averages, school population indicators</p>
Process	<p>Improve processes implemented for the welfare and student success</p> <p>Parents, educational partners, what “place given to dialogue with parents”</p> <p>Integrate hosting service to the educational process</p> <p>Establish the “link with the environment” a Balanced Scorecard control indicator (the image of the educational institution)</p>	<p>PPV (Scale) (sheet X4)</p> <p>DialPr (Scale) (sheet X5)</p> <p>IHE (Scale) + index IHE</p> <p>LE</p>	<p>NCESC ICESC %CESC ABS %ABS EfRd VinC</p> <p>Recl NrpF Nrep TxCA Tem+ Txnr</p> <p>Ndp ReclDp ComDp</p> <p>Ninv</p>	<p>Academic goals</p> <p>National and Academic references</p> <p>Academic and departmental goals linked in particular to CESC</p>
Organizational learning	<p>Establish an operational structure of the organizational memory and use as a lever for tracking</p>	PMO	<p>Nconx Nconxpr Nconxe Nconxpa JFO ABme nProj ImpL ImpPr Impamb ImpR</p>	
Means	<p>Ensure a Prospective budget</p>	<p>DGH ASIE</p>	<p>AuFc Nlpe</p>	<p>Departmental references</p>

APPENDIX 2

"OVERALL SUCCESS RATE" INDICATOR SHEET

Name: overall success rate of students (student Axis)	Code: T R G
Purpose: Used to measure overall performance levels, exceeding the percentage of exam success (one-time only)	
Definition: The indicator measures the overall pass percentage at the exit of the training curriculum. It gives a more complete picture of student success and performance of the establishment and its teams	
Calculation method: Equalization (success rate in examinations) (DNB or Bacculaureate), level of proficiency of the core knowledge base, skills and culture, proficiency in foreign languages, setting up personalized educational success path or individualized cursus	
Calculation example: middle School: College: (success rate DNB + % success CFG + % validation of core base) / 3 High School: (% success in Bacculaureate + % success BTS) / 2 Ndif = Number of students reported in difficulty throughout the year PPRE = Number of PPRE put in place in the year PPREo = Number of PPRE attaining their objectives % PPRE = PPRE / Ndif % Success PPRE = (PPREo / PPRE) x 100	
Frequency: Annual TRG (results indicator) (TRGA) Quarterly TRG (tracking indicator) (TRGT) % PREP: Annual	Reference type: Departmental Statistics (PPRE) Expected Results (Bacculaureate)
Source and data entry mode: Quarterly or biannual school reports and marks: determination of class average - regrouping by level – calculation of average per level - calculation of the overall average: all in an Excel table	
Comments: Allows for intermediate results in the year in order to anticipate possible remedial actions and strive against school dropout - equalization takes into account a level of the overall global EPLE result, in view of differences in support and public diversification	

Post New Public Management: Exploring the links between shared accountability and transversal leadership

*Post-New Public Management: Explorer les liens
entre la responsabilisation partagée et le leadership transversal*

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ABSTRACT

In accordance with the principles of New Public Management, public organizations are considering new organizational transitions. Setting up transversal management is becoming a prerequisite for facing the challenges of accountability and co-creation. This paper explores the mythical perspective of organizational change through analyzing the connection between transversal leadership and internal stakeholders' shared responsibility in public health management. What appears essentially is that or-

ganizational transition translates into the ability to increase trust, positive interactions and skill recognition as well as to manage organizational risks. It also appears that accountability awareness is more easily achieved through improving interactional climate than involving internal stakeholders in ongoing strategic development.

Key-words

Transversal management; Trust; Interaction; Involvement; Decentralization

RÉSUMÉ

Au cœur des principes du New Public Management, les organismes publics s'inscrivent dans des processus de transition organisationnelle. La mise en place d'un management transversal devient un prérequis afin de faire face aux nouveaux enjeux en termes de responsabilisation et de co-création. Cette étude explore la perspective mythique du changement organisationnel à

travers l'analyse de la relation entre le niveau de transversalité du leadership et le niveau de responsabilisation partagée dans le contexte du management hospitalier public. Comme principal résultat, la priorité de la transition organisationnelle se définit dans la capacité à développer la confiance, la qualité des interactions, la reconnaissance des compétences et la maîtrise des risques organisationnels. Il ressort aussi que la sensibilisation à la responsabilisation s'opère

plus facilement dans l'amélioration du climat interactionnel que dans l'implication dans des démarches stratégiques d'amélioration continue.

Mots-clés

Management transversal ; Confiance ; Interaction ; Volonté d'engagement ; Décentralisation

INTRODUCTION

The emergent concepts of well-being and quality of life at work lead the public sector to developing new work standards. These advocates transformational management reinforcing various strategic stakeholders' involvement (Jacobsen, 2017). This transformation induces progressive change in social interactions and leadership. Several papers conceptually justify the observed changes induced by the introduction of new public management. Beyond these, the current literature gives rise to new managerial principles adapted to the new challenges faced by public organizations (Pupion, 2015/3).

The concept of new public management emerges from organizational and agency theories (Dent, 2005). It encourages more leeway for internal stakeholders in operating their missions. This leeway is induced by implementing organizational practices enhancing well-being and an adapted organizational work climate. The concept comprises six major transformations applied at several organizational levels: strategic autonomy generated by decentralized decision-making, adaptability of managerial orientations and activities, equal opportunity and new hybrid organization chart, internal stakeholders' involvement, transparency and shared accountability (Pupion, 2016). Beyond these, the integration of digital management and e-governance accentuates the emergence of new managerial principles.

On the basis of Christensen and Fan's works, Post-new public management (Post-NPM) refers to several reforms resulting in a new organizational paradigm, which induces three main changes. The first structural-instrumental perspective justifies changes operated at the level of strategies implemented by public organizations. The second institutional-cultural perspective focuses on developing values, shared

accountability and new equity standards. It is encouraged by applied leadership, which is positioned as more transformational and transversal. However, this orientation is justified by an institutional culture generated by social groups and by shared values regulating social interactions at work. The third perspective represents a mythical aspect of change, namely through growing symbols, controls and coordination generated by how leadership is perceived. On the one hand, adherence to leadership orientations favors the willingness of internal stakeholders to develop more adapted habits and behaviors. On the other, non-adherence generates aversion to and little involvement in any managerial initiative developed to support accountability at work (Christensen and Fan, 2016).

Post-NPM integrates third generational reforms by distinguishing between public and new public management principles. It reduces internal organizational, cultural and social paradoxes by promoting shared accountability. Post-NPM relies on methodological individualism and goes together with particularist transversal leadership. Transparent decision-making favors network structures and shared accountability. This new acting and interacting principle generate power decentralisation and skill transfer (Christensen, 2012).

Various works justify the connection between accountability and transversal leadership. Beyond top management, internal stakeholders interact and develop a shared vision. Horizontal and vertical decentralizations generated by Post-NPM allow more leeway by reducing the weight of organizational control processes (Phillips, Phillips and Smith, 2016). Such transversal sharing reduces sources of social conflicts by encouraging transparency, and thus makes it possible to regulate social influences (Jong, 2009). Transversality results from a desire to encourage network structures. However, this needs to

be pushed by all internal stakeholders. It justifies the willingness to get involved and to develop accountable behaviors regarding its organization beyond individual attributions and missions. For this propose, the level of transversality applied by top managers impacts the level of accountability of internal stakeholders (Evans, Hassard and Hyde, 2013).

This paper aims at analyzing the link between the perception of transversal leadership and accountability in public organizations. This research draws on the key foundations of Post-NPM and refers to the mythical change perspective proposed by Christensen and Fan. On this basis, it aims to explore the impact of internal stakeholders' perception of leadership on their accountability. The study examines whether they perceive applied leadership as transversal and take part in initiatives related to organizational, social and environmental accountability. These measurements are then considered together in order to extract a potential correlation. The paper supposes that positive perception of leadership induces a satisfied level of transversality. On this basis, a positive perception of leadership favors shared accountability (willing and voluntary action, involvement in management), whereas a negative one limits shared accountability (demotivation, disengagement) (Chevreuil, 2010). The perception of the level of leadership transversality is defined in this paper as an explicative variable of the degree of accountability of internal stakeholders in public, and especially, health organizations.

To explore this research question, the paper proposes an analysis applied on public health organizations. The paper is structured into four parts. The first one presents the literature review justifying the relationships between our key concepts. The second part presents the case study and the methodology. The third part presents the main results observed. The last part discusses Post-NPM conceptual contributions from a mythical perspective on change and potential managerial implications.

1. LITERATURE REVIEW

The decentralization of accountability is associated with organizational flexibility. It fosters reactivity regulating social and organizational interactions between top managers and internal stakeholders (Ait, Errays and Hattabou, 2015).

1.1. Reaching Post-NPM through accountability

Defined as the fifth pillar of Post-NPM, the degree of accountability denotes the desire or the refraction to engage in more responsible or accountable management. It fosters some particularism respecting the specificities of social interactions. The degree of accountability depends on the nature of internal stakeholders as well as on their ability to create an efficient social system (Choffel and Aldrin, 2015). Secondly, it depends on the internal and external environmental specificities (Bargerion, Lehn and Smith, 2015). Thirdly, it depends on the ability to control risks related to past organizational incoherence. The emergence of a new managerial style based on Post-NPM principles reinforces internal coherence and coordination through accountability (Bonnet, 2016).

1.1.1. Sharing accountability for better interaction

Adopting the principles of Post-NPM, new styles of management strive for better integration of individual accountabilities by? improving quality of life at work. This engagement is built progressively through mid- and long-term involvement. The regulation of social influence between top managers and internal stakeholders limits conflictual relations (Boies, Fist and Gill, 2015). Accountability engenders explicit and implicit pressure. Flexibility and freedom of action do not create advantages only. If they are not well supervised, they potentially favor the emergence of organizational uncertainties. The multiplication of approaches and propositions of stakeholders causes tensions when an initiative is partially validated or applied. For this reason, coherence is needed between the level of accountability and top managerial decision-making orientations (Simonet, 2015).

Implementing a new Post-NPM managerial style speaks for a psychological contractualism of internal social interactions. This defines internal norms regulating the internal system of comprehension, interaction and organization (Karada, 2015). It is grounded in a reassuring functionalist approach encouraging problem solving processes based on transversal interactions. These new managerial styles based on the quality of interactions define rational standardization through societal simplism (Moore, 2012). Regulating stakeholders' involvement makes it possible to define a continuous participative process (Chen and Guo, 2015) fostering their constant and regular motivation (Monzani, Ripoll and Peiro, 2015). This consistence results from the self-regulation of the weight of influences, from power decentralization and the social system through shared accountability.

1.1.2. Accepting decentralization: the first determinant of accountability

The level of accountability is proportional to the ability to establish an? accountable transversal leadership (Borzeix, Charles and Zimmermann, 2015). Top managers play a key role in facilitating and promoting both decentralization and silo decompartmentalization (Pucetaite, 2014). These often come with optimizing internal social dialogues through better understanding of stakeholders' needs and interests (Rusu and Avasilcai, 2014). Top managers also determine the latter's ability to participate in accountable initiatives and develop more mature forms of engaging behaviors regarding organizational, social and societal aspects. The level of their accountability is then proportional to the perceived quality of life in the organization (Landau and Peluso, 2015). The satisfaction of their implicit and explicit needs determines their involvement in shared managerial accountability.

1.1.3. Identifying sources of motivation and demotivation regarding accountability

The emergence of new managerial forms inspired from Post-NPM principles is often associated, in the case of change resistance, to a loss of internal symbols and references. It induces individual and collective

resistance behaviors, which reflect a set of symbols emerging from how stakeholders conceptualize and construct social changes at work. This construction is translated into fears and risks related to the loss of employment, skill recognition or safety (Nissim, 2016). Feelings of fear generated by different stressful situations generate two forms of behaviors. The first one is an enhanced competitive spirit and a strong willingness to get involved (Di Bitetto, Chymis and D'Anselmi, 2016). The second one is a gradual disengagement generated by a loss of internal landmarks. This principle finds its origins in the foundations of the two factor-theory, which explains linkages between stakeholders' accountability and different sources of motivation and demotivation.

The literature on organizational psychology and behavior highlights linkages between resistance to change and social pressures. This linkage is observed with internal stakeholders belonging to different hierarchical levels (Grémion, 1966; Vas, 2005). These internal resistances limit engaging behaviors which are developed by groups fearing or resisting to emerging changes at the level of their organization (Andersson and Liff, 2012). As a consequence, a negative social influence can progressively emerge against shared organizational values. Post-NPM principles highlight the need to adapt internal politics, specifically by fostering alignment between common and individual interests. This alignment consequently increases the desire to decentralize managerial accountability (Pupion, 2015/4). Many works justify linkages between motivation factors and skill recognition in organizations. Accountability is defined as a form of social and organizational recognition, especially in the case of decentralizing decision-making processes and social hierarchical recognition (Dalingwater, 2015; Johnson and Ronald Buckley, 2015). It systematically fosters involvement and a reduction of disengaging sources.

1.2. Building mutual trust: the second determinant of accountability

The need to sustain well-being at work encourages organizations to think up solutions enhancing dynamic interaction and trust. Internal stakeholders' exchanges, which underly all social interaction, are

subject to common and shared beliefs. The latter offer insights on the ability of those concerned to accept changes and co-create a climate of trust. The emergence of more internal transversal processes reduces organizational complexity. Thus, the existence of positive and dynamic interaction simplifies organizational practices and procedures (Bal, Kooij and Rousseau, 2014). It positively impacts the quality of interaction through reducing negative perceptions (Ait, Errays and Hattabou, 2015). Shared accountability decreases individual behaviors and strengthens integrity values. It contributes to strengthening mutual trust between top managers and internal stakeholders (Drescher *et al.*, 2014). This trust results from the emergence of new downward and upward perceptions. Mutual trust generates organizational stability, which enhances individual accountable behavior within the group. It also regulates perceptions and dynamic interactions (Zhang and Zhou, 2014).

1.2.1. Trust in leadership: the third determinant of accountability

Beyond analyzing trust between stakeholders, more often identified as a strategic component of the climate of trust in organizations, researchers are exploring components of trust management. This new principle is measured through the level of trust dedicated to applied leadership and to top managers. Moreover, it measures the extent to which stakeholders adhere to managerial practices and react to the quality of relationships. Trust in leadership is an output of mutual trust, which results from the power of social influences regulating interaction between top managers and internal stakeholders. Low confidence in leadership reinforces organizational uncertainty (Chen and Guo, 2015), whereas strong confidence strengthens a reciprocal consensual relationship.

Accountability aims at developing trust in leadership through? organizational autonomy. It fosters integrated behaviors and voluntary engagement, which regarding organizational behavior translates into adherence to organizational culture and its shared values. Reinforcing accountable values grants rights and obligations to internal stakeholders. Mutual trust generated by shared accountability is strengthened by the watchmaking of strategies developed at the

organizational level (Hystad, Wearn and Eid, 2014). The opportunity to inspect and review strategic orientations involves internal stakeholders as strategic auditors. The aim is to point out an organizational legitimacy granted to its own stakeholders (Delerue and Bérard, 2007).

1.2.2. Links between transversal leadership and accountability

Leadership transversality determines how powers are centralized. It also gives insights on top managers' ability to develop more flexible procedures. Transversal leadership based on Post-NPM principles defines top managers as leaders receptive to feedback and favors the emergence of more shared and accountable values (Zhu, 2013). Strong transversality represents a motivational factor to internal stakeholders' accountability. Their accountable behavior depends on the serenity and well-being promoted by top managers (Babich and Mityuchenko, 2016). However, weak transversality means that the organization is regulated by more classical and hierarchical managerial procedures. This engenders organizational risks increasing demotivational factors (Wang and Hsieh, 2013). According to Post-NPM principles, the relationship between accountability and transversal leadership is conditioned by trust in leadership, the quality of interactions, the perception of managerial practices and top managers regarding quality of life at work.

2. METHODOLOGY

In order to ensure ever better healthcare services, public hospitals increasingly engage in new managerial practices. They are now oriented towards accreditations, certifications and to the establishment of quality processes. Post-NPM principles propose organizational alternatives reducing the complexity of hospital structures. Globally, studies exploring the applicability of Post-NPM are oriented towards classical public organizations. This paper explores its applicability to public hospitals, and more specifically, whether hospitals engaging in a Post-NMP

approach are developing transversal leadership and shared accountability, which are two Post-NPM principles. The case study is developed at the level of five public university affiliated hospitals in Algeria. The study was ordered by the Algerian health ministry to, first, ensure the gradual integration of modern managerial practices based on Post-NPM principles, and second, to develop a hybrid structure at the level of all Algerian university affiliated hospitals. After a primary analysis, the ministry's main request is to identify how the level of leadership transversality applied affects the shared accountability of internal stakeholders, and mainly of physicians.

2.1. Presentation of the study

Algerian hospitals are public administrative institutions providing free healthcare. While they are placed under the administrative supervision of the health ministry, each hospital benefits from organizational autonomy. A transversal relationship regulates financial and managerial interactions between the health ministry and university affiliated hospitals. These hospitals have to ensure an ongoing improvement process in which managerial practices adapt to new challenges. Each hospital, therefore, invests its financial funds according to its internal goals.

Their managerial orientations depend on the culture and organizational values of top management and leaders. Operations related to budgets, development and training are placed under top management accountability and the internally defined strategic guidelines. This power decentralization means to encourage the integration of modern managerial principles, perceived as more flexible and decentralized. Top management is composed of physicians only. The health ministry, however, points out the necessity to develop physicians' skills on managerial, strategic and organizational aspects.

Various training programs in public health responsible management are proposed; given organizational autonomy, though, just a few top managers and leaders show interest in such training. It appears that a progressive introduction of new public management principles is already supporting more collaborative and accountable management. In the medium term,

the health ministry plans to train all leaders to adopt transversal leadership encouraging internal stakeholders' shared accountability.

2.2. Data collection and analysis

Functioning as a strategic actor in the hospitals concerned, the study commissioned by the ministry aims at reinforcing physicians' accountability beyond their medical missions and obligations. The challenge is to understand the various interactions existing between physicians and their top managers. The study limits its scope to analyzing how physicians perceive applied leadership and the extent to which they get actively involved in transversal initiatives in the hospitals. This study presents a series of observations collected over two years. Different actors were mandated to develop organizational audits. To strengthen these initiatives, different awareness-raising campaigns and training programs were organized. These aimed at supporting physicians and their leaders to reinforce shared accountability. However, organizational audits highlighted that the perception of managerial practices and the quality of interactions impact on the willingness to develop more accountable behaviors in hospitals.

Twenty-one indicators were selected for the purpose of this study. These indicators result from collaborations between the health ministry's human resource management, top managers in several university affiliated hospitals and medical professors. The ministry selected the five major university hospitals concerned by the present study. These had previously benefited from support programs in the improvement of their managerial practices. Nine indicators measure the level of satisfaction of physicians regarding to the applied leadership and to managerial practices developed by their leaders (level of measurement comprised between 0 (unsatisfied) and 10 (satisfied)). These indicators are fixed as a determinant variable for the applicability of transversal leadership. They also make it possible to build an understanding of the interactions between physicians and their leaders. Eleven indicators measure the level of accountability (table 1). Respondents had to tick elements aligned to their behaviors at work. As an example, the sustainability indicator is presented below: *I sort the*

waste and I rationalize my consumption of water, energy and paper in my workplace. The indicator of organizational involvement comprises the following: I am involved in organizational projects requiring strategic decision-making.

The questionnaire was issued in 2014 (in electronic and paper versions) with average feedback comprised between 7 and 13 months (depending on the collaboration of services and physicians). Several reminders were sent over this time period. Different control variables were inserted in the questionnaire, but the anonymity of respondents was fully respected.

After the counting, a sample of 380 physicians (corresponding to one questionnaire per respondent) was retained. To reduce the volatility of results, the study was addressed to physicians working at the level of the hospital for at least 3 years under same leaders or top managers. The sample comprises 7% professors, 12% lecturers, 18% assistant teachers, 17% specialists, 33% residents and 14% generalists. The analysis focuses on physicians as a group, i.e. regardless of individual and personal characteristics. To analyze these results, a general linear model was developed.

The method makes it possible to analyze two levels: if the level of leadership transversality impacts on indicators selected to evaluate shared accountability, and, if some specific indicators impact on shared accountability. The Shapiro-Wilk normality test is used for multivariate significance tests. This test is chosen in order to decompose and test hypotheses. The model is developed with a restricted sigma parametrization and with a 0,5 level of significance.

3. RESULTS

Basing oneself on the main results of the general linear model, 7 of the 9 indicators are significant in explaining what impacts shared accountability in hospitals. Internal stakeholders, in this case physicians, feel more involved and more accountable if they perceive significant trust in the applied managerial practices. However, decentralization of decision-making, flexibility, network collaboration and trust management do not represent factors significantly impacting physicians' accountability. The latter do not show

Perception of the level of transversality of applied leadership	Level of shared accountability
<ul style="list-style-type: none"> ▪ Trust in management ▪ Decentralization of decision-making ▪ Flexibility and network collaboration ▪ Managing by trust ▪ Shared accountability ▪ Interaction and power of influences ▪ Management of conflicts ▪ Recognition of skills ▪ Reduction of organizational risks 	<ul style="list-style-type: none"> ▪ Professional and behavioral exemplarity ▪ Sensitization to accountability ▪ Equity ▪ Reduction of conflicts ▪ Involvement in improving health services ▪ Skill Integration and transfer ▪ Sustainability ▪ Organizational involvement ▪ Involvement in cultural and social life ▪ Involvement in the core strategy and in continuous improvement initiatives

Table 1 – Selected variables of the study

interest in active involvement, network organization or the reinforcement of accountable management based on trust values and interactions. Nevertheless, physicians seem to be attentive to top managers' initiatives to reinforce stakeholders' involvement. This is particularly the case as concerns the reinforcement of shared societal values. The model also highlights that variables, such as the quality of interactions and weight of social influences, significantly explain the level of accountability.

Internal stakeholders are sensitive to the quality of interactions and to the trust that their top managers dedicate to regulating the power of formal and informal social influences. The quality of interactions is highlighted by the importance that they dedicate to developing more mature forms of problem and conflict solving. According to the model, physicians get willingly involved in environmental, social and organizational accountable actions when their skills are recognized. The last indicator proposed in the model is also retained as a significant variable. In fact, physicians appreciate the capacity of top

leaders to raise awareness among their teams to the importance of identifying and measuring organizational risks.

Table 3 illustrates the main findings of univariate ANOVA analyses for each of the nine variables selected to measure the transversality of applied leadership. The Least Squares criterion of the full model rejects the dependent variable of accountability awareness. On this basis, the transversality level of the leadership does not impact significantly on the desire of physicians to play a strategic role in getting their group to adopt more accountable behaviors. Univariate analysis illustrates that the dependent variable "professional and behavioral exemplarity" is an output of positive perception that physicians build on the leadership developed by their top managers. However, the model does not identify any univariate relationship between this dependent variable and independent variables proposed in the model.

Results of univariate ANOVA analyses highlight independent relationships between the variables of

Effect	Value	F	Effect	Error	p
Ord.Orig.	0,100	213,36	11	261	0,000
V1. Trust in management	0,562	1,59	99	1852	0,000
V2. Decentralization of decision-making	0,677	1,20	88	1721	0,108
V3. Flexibility and network collaboration	0,626	1,15	110	1966	0,136
V4. Managing by trust	0,737	1,25	66	1402	0,091
V5. Shared accountability	0,558	1,61	99	1852	0,000
V6. Interaction and power of influences	0,602	1,39	99	1852	0,007
V7. Managing conflicts	0,507	1,70	110	1966	0,000
V8. Recognition of skills	0,495	1,96	99	1852	0,000
V9. Reduction of organizational risks	0,598	1,27	110	1966	0,033

Table 2 – Multivariate significance tests (all effects)

Effect	Ord. Orig.	V1	V2	V3	V4	V5	V6	V7	V8	V9	
Equity	F	78,145	1,055	0,546	0,433	2,425	0,509	1,408	1,729	2,585	1,092
	P	0,000	0,397	0,822	0,930	0,027	0,868	0,184	0,074	0,007	0,368
Quality of social climate	F	74,623	1,515	1,124	0,928	0,573	0,948	2,544	2,790	2,144	0,334
	P	0,000	0,142	0,347	0,508	0,752	0,484	0,008	0,003	0,026	0,971
Reduction of conflicts	F	83,706	1,041	1,089	1,085	1,272	2,136	1,205	1,113	2,089	1,491
	P	0,000	0,407	0,371	0,373	0,270	0,027	0,292	0,352	0,031	0,142
Involvement in improving health services	F	120,687	0,863	2,234	1,446	1,757	1,456	1,006	0,328	1,114	0,445
	P	0,000	0,559	0,025	0,160	0,108	0,164	0,435	0,973	0,353	0,923
Skill integration and transfer	F	105,223	1,019	1,605	1,398	2,308	0,765	0,554	2,511	0,674	0,897
	P	0,000	0,425	0,123	0,181	0,034	0,649	0,834	0,007	0,732	0,537
Sustainability	F	229,797	0,787	0,673	0,804	0,559	1,391	0,709	1,270	2,805	1,590
	P	0,000	0,629	0,715	0,625	0,763	0,192	0,700	0,247	0,004	0,109
Organizational involvement	F	26,942	2,132	0,703	1,174	1,055	0,917	0,653	1,509	2,074	1,076
	P	0,000	0,027	0,689	0,308	0,390	0,511	0,751	0,136	0,032	0,381
Involvement in cultural and social life	F	110,610	1,521	1,035	3,521	1,143	8,195	2,982	3,417	4,069	1,934
	P	0,000	0,140	0,410	0,000	0,338	0,000	0,002	0,000	0,000	0,041
Involvement in the core strategy and in continuous improvement initiatives	F	410,943	5,047	3,507	1,503	2,834	0,739	4,341	1,545	4,165	3,901
	P	0,000	0,000	0,001	0,138	0,011	0,673	0,000	0,123	0,000	0,000

Table 3 – Results of univariate ANOVA for each variable of the transversality of leadership

the model. The first effect indicates that establishing leadership promoting trust management and skill recognition reinforces the perception of equity at work. Physicians adopt accountable behaviors regarding any form of right violation. The second effect illustrates that physicians are aware of the role that they play in reinforcing the organizational climate of their workplace. At the individual level, physicians adapt their behaviors in order to generate happiness and kindness. This individual involvement is an output of a positive perception of social interactions, quality of influences, conflict management and skill recognition. The third effect refers to initiatives undertaken voluntarily by physicians to reduce conflicts at work.

As a positive response to initiatives developed by top managers to reinforce shared accountable values, physicians avoid confrontations and adopt alternative solutions. The fourth effect clarifies the importance dedicated to the involvement of physicians in improving health services. Physicians feel more accountable regarding their patients in order to contribute to improving health performance. According to the model, this willingness is sustained by a strong satisfaction of a more decentralized decision-making model. The fifth effect shows the physicians' wish to welcome new collaborators and help them in their integration process (skill transfer, warm welcome etc.). This wish to share and to build together as a group is promoted when conflicts are well managed by top managers and by members of the group. It is also promoted by the establishment of trust managerial practices. The sixth effect points out variables of leadership having a significant impact on sustainability. The model proves that skill recognition reinforces the wish of physicians to adopt more sustainable behaviors, such as waste sorting, energy rationalization or dematerialization.

The seventh effect demonstrates variables of leadership positively impacting physicians' organizational involvement. The model shows that physicians are more likely to get involved in administrative and organizational initiatives when they adhere to and support managerial practices empowered by top managers. This is particularly the case when they perceive a form of skill recognition. The last two univariate analyses denote that developing a shared accountability on the core strategy and on cultural or social

activities requires the simultaneous existence of several leadership components. The model highlights that physicians are involved in different social and cultural initiatives when they perceive forms of social belonging. Therefore, physicians developing minor feelings of attachment to the hospital in which they work or to the working group to which they belong are not going to feel concerned or involved in developing social and cultural actions. The model shows that attachment feelings are more frequent when transversal leadership is perceived. The last effect demonstrates physicians' involvement in strategies and in continuous improvement initiatives. The model points out the necessity to have a significant impact of all variables of transversal leadership in order to really reinforce shared accountability. Only two variables, conflict management and awareness campaigns to shared accountability, are not pointed as significant in the model.

4. DISCUSSION

Implementing transversal leadership allows a positive adaptation of managerial practices. Cited rather as transversal management in the literature, the leadership that leaders develop in order to encourage transversality aims at reducing dysfunctions, conflicts and organizational risks. Organizations are more likely to adopt it to generate changes and to simplify complex interactional systems. The adaptability of leadership prompts the implementation of new forms of working and interacting. (In the literature review), researchers are exploring new paradigms to better understand the impact of organizational rigidity and centralization of decision-making. The development of new forms of management focuses on collective intelligence and on the desire of internal stakeholders to get involved (Saint-Michel and Wielhorski, 2011).

Shared accountability is encouraged through the willingness of internal stakeholders to develop collaborative approaches. However, this necessitates trust interactions and a rational share of influences. The development of shared accountability facilitates a more equitable task distribution, which strengthens a network transversal structure. The level of transversal leadership defines how adaptive, facilitative

and flexible the organization can be. Transversal leadership is accompanied by a strong desire to share accountability and to incite creativity, innovation and change. It gradually improves interactions through the regulation of social influences (Belet, 2010). This regulation favors the emergence of more integrated behaviors based on values such as respect, equity, sustainability and voluntary involvement. These values can emerge at the individual and group levels.

The findings demonstrate significant linkages between shared accountability and different components of leadership applied to a health context. The model confirms theoretical foundations on the importance of trust in management (Hasel, 2013). However, even if power decentralization and network collaboration are identified as strategic components of transversal management, the model does not point them out as variables impacting the shared accountability of internal stakeholders. Contrariwise, the model confirms the strategic role of developing new values, regulating interactions and resolving potential conflict for the best. It is interesting to notice that even good conflict management reinforces accountability. Thus, implementing transversal management can engender new forms of conflicts. In this way, the power decentralization reduces hierarchical frontiers. Therefore, it is necessary to measure the (new) potential organizational risks likely to be induced by flexibility and autonomy.

A new managerial paradigm is coming to the fore in exploring security and risk cultures. It mainly explores how potential risks impact performance. The findings of this paper show that this component is significant when organizations are in the process of developing transversal management. This culture of risk incites internal stakeholders to take part in improving security and health at work. The literature on leadership defines transversality as a key factor reinforcing the involvement of stakeholders in the decision-making process and in an efficient use and recognition of skills (individual contributions to the group, recognition of work quality, valorization of professional and social soft and hard skills).

The concept of shared accountability comprises several variables. Internal stakeholders can develop some and curb others. A positive appreciation and approbation of the applied leadership is a component

explaining the willingness of getting involved. However, transversality is a necessary factor conditioning the extent to which internal stakeholders welcome continuous improvement actions, social and organizational cultures and quality work climate. It is, therefore, more important to integrate the wish for shared accountability regarding equity, conflict reduction and skill transfer than engage the organization in more complex initiatives.

CONCLUSION

This paper brings out interesting elements justifying the link between the extent of transversal leadership and the accountability of the internal stakeholders. The findings highlight the importance of setting up new managerial orientations. As illustrated in the case study concerning five university affiliated hospitals, new ways of collaborating are being developed. Public organizations favor relative flexibility and freedom of action in order to improve collaborations between groups and between stakeholders belonging to different hierarchical levels. Even if NPM fundamentals are explored only at the level of classic public organizations, this paper shows that today's hospital management encourages the modernization of its foundations and paradigms (Bernardini-Perinciolo and Bertolucci, 2018). Our study tested the five NPM principles. Shared accountability does not result significantly from the autonomy generated by decentralization, or from the adaptability of policies and activities. These two findings have been analyzed through the variables of decentralized decision-making power, flexibility and network collaboration. This paper confirms that equal opportunities is an important component in the process of integrating NPM. This is particularly illustrated with the importance of recognizing skills of internal stakeholders. The attraction of interactivity, conflict management and organizational risk reduction encourages transparency and the adoption of new ways of behaving and interacting.

The literature review encompassing writings on public management is referring to several paradigms in order to develop new styles of managing and behaving. The notion of Post-NPM is still exploratory. The writings dedicated to this notion explore it from a macroeconomic perspective mainly through the analysis of government policies. Based on our findings, new aspects emerge as essential to the development of a new organizational paradigm. These aspects highlight the importance of identifying and reducing organizational risks. It is also important to focus on trust in management rather than on trust management. Also, implementing a hybrid structure favoring network collaborations is not identified as essential. The real change is the regulation of interaction and influence weights between all the internal actors.

Based on the work of Christen and Fan, the study highlights the three basic prerequisites to setting up a Post-NPM: Joining a policy change policy and managerial strategy, developing values of sharing, commitment and initiative, and finally improving the perception of applied leadership through developing new working symbols (Guirou, 2015). Whether in the context of hospital management, the management of a public body or a government policy, the exploratory study offers some insights into tomorrow's public management. Faced with the challenges of digitization, dematerialization and the opening of the borders of structures, any change initiative is driven by a desire to co-create together.

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