

SURVEY OF STAFF AND MANAGEMENT'S PERCEPTIONS
OF ORGANIZATIONAL CHANGE AT
MANITOBA COMMUNITY AND YOUTH CORRECTIONAL SERVICES:
1984 TO 1987

BY

JOY E. D. WATERS

A Practicum
submitted to the Faculty of Graduate Studies
in Partial Fulfillment of the Requirements
for the degree of
MASTER OF SOCIAL WORK

Department of Social Work
University of Manitoba
Winnipeg, Manitoba

(c) Joy E. D. Waters, 1990



National Library
of Canada

Bibliothèque nationale
du Canada

Canadian Theses Service Service des thèses canadiennes

Ottawa, Canada
K1A 0N4

The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.

The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.

L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.

L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

ISBN 0-315-71896-X

Canada

SURVEY OF STAFF AND MANAGEMENT'S PERCEPTIONS OF ORGANIZATIONAL
CHANGE AT MANITOBA COMMUNITY & YOUTH CORRECTIONAL SERVICES:
1984-1987

BY

JOY E.D. WATERS

A practicum submitted to the Faculty of Graduate Studies
of the University of Manitoba in partial fulfillment of the
requirements of the degree of

MASTER OF SOCIAL WORK

© 1990

Permission has been granted to the LIBRARY OF THE UNIVERSITY
OF MANITOBA to lend or sell copies of this practicum, to
the NATIONAL LIBRARY OF CANADA to microfilm this practicum
and to lend or sell copies of the film, and UNIVERSITY MICRO-
FILMS to publish an abstract of this practicum.

The author reserves other publication rights, and neither
the practicum nor extensive extracts from it may be printed
or otherwise reproduced without the author's permission.

TABLE OF CONTENTS

	PAGE
TABLE OF CONTENTS	1
ACKNOWLEDGEMENTS	3
DECLARATIONS	4
INTRODUCTORY QUOTATION	6
CHAPTER 1 INTRODUCTION	7
CHAPTER 2 LITERATURE REVIEW	10
CHAPTER 3 THE ORGANIZATION	24
CHAPTER 4 THE PROCESS	31
4.1.0 Evaluability Study	31
4.1.1 Preparing a Program Description	31
4.1.2 Interviewing Department Personnel	32
4.1.3 Scouting the Department	33
4.1.4 Developing an Evaluable Program Model	33
4.1.5 Indentify Evaluation Users	35
4.1.6 Achieving Agreement to Proceed	35
4.2.0 Research Design	36
4.2.1 Interview Schedule	37
4.3.0 Data Collection	45
CHAPTER 5 PRESENTATION OF FINDINGS	49
5.1.0 Conceptualization of the Change	49
5.2.0 Interpretation of the Change	51
5.3.0 Operationalization of the Change	57
5.3.1 General Probation Officers - City	57
5.3.2 General Probation Officers - Rural	58
5.3.3 Specialized Probation Officers	59
5.3.4 Area Directors	61
5.3.5 Working Relationship with Adult Corrections	63

5.4.0	Origins of the Change	64
5.5.0	Summary	65
5.6.0	Conclusion	66
CHAPTER 6	PRACTICUM EVALUATION	71
6.1.0	Personal Learning	71
6.1.1	Determining the Evaluator's Role	71
6.1.2	Understanding the Organizational Context	73
6.1.3	Planning the Evaluation	74
6.1.4	Conducting the Evaluation	76
6.1.5	Communicating the Evaluative Information	77
6.2.0	Research Usefulness	79
APPENDIX I	DEFINITIONS	81
APPENDIX II	MINISTERIAL LETTER TO STAFF, JANUARY 1984	83
APPENDIX III	DIVISIONAL MISSION AND MANDATE	88
APPENDIX IV	VARIABLES	90
APPENDIX V	INTERVIEW SCHEDULE	91
APPENDIX VI	RESULTS OF INTERVIEWS.	98
APPENDIX VII	UTILIZATION ENHANCEMENT CHECKLIST	118
BIBLIOGRAPHY		122

ACKNOWLEDGEMENTS

Considerable appreciation is due to my faculty advisor, Denis Bracken, for his valuable guidance, suggestions and comments; to Dr. John Bock, for the opportunity to do my practicum with Manitoba Corrections; and Ben Thiessen, for his support as placement advisor at Community and Youth Corrections. I also wish to extend thanks to all who assisted in my practicum study both within and outside the Corrections Division. However, special mention must be made of Cathy Wilde, for her critique of the research instrument and the staff and management of Community and Youth Corrections who provided information and insight into Manitoba Corrections policy and practises through their involvement in the research study.

I am also thankful to the Saskatchewan Department of Justice for supporting my educational leave request.

Finally, I am grateful to my husband David Neufeld, whose on-going support and constructive criticism assisted in making my practicum report a reality.

I hereby declare that I am the sole author of this practicum.

I authorize the University of Manitoba to lend this practicum to other institutions or individuals for the purpose of scholarly research.

Joy E. D. Waters

I further authorize the University of Manitoba to reproduce this practicum by photocopying or by other means, in total or in part, at the request of other institutions or individuals for the purpose of scholarly research.

Joy E. D. Waters

The University of Manitoba requires the signatures of all persons using or photocopying this practicum. Please sign below, and give address and date.

Belief in the stable state is strong and deep in us. We institutionalize it in every social domain. We do this in spite of our talk about change, our apparent acceptance of change and our approval of dynamism...We believe in the stability of the organizations and institutions in which we work...in the stability of our status and roles within these organizations...and in the stability of the ideology associated with them.

Donald Schon,

BEYOND THE STABLE STATE, 1974

CHAPTER I

INTRODUCTION

Organizations are regularly faced with the issue of change. New technology, new legislation, and new management strategies are only a few of the many circumstances that cause an organization to rework its philosophy, policy and procedures. An important element of the change process is the evaluation of the results of change, answering the question - what has been accomplished? A complex and often ignored aspect of the change process, the evaluation of organizational change is necessary and vital if the implementation is going to be successful and effective.

The Community and Youth Corrections Branch of the Manitoba Corrections Division offered a practicum placement where an approach to evaluating organizational change could be designed and applied. Created in 1985, the Community and Youth Corrections Branch introduced a number of changes that were intended to have an impact on the delivery of community corrections and youth institutional services in the Province.

The purpose of this practicum was to gain experience in research evaluation of organizational change. This experience was gained through

activities such as conducting an evaluability study, deciding on one variable to research, developing a research design, data collection, data processing and analysis including a documented presentation of findings.

The evaluability study was conducted in the summer of 1986. Having initially identified a number of potential variables to research the effect of organizational change, staff and management's perception of change was the topic chosen for further study. The instrument used in collecting data was an interview guide. Following a pre-test of the guide interviews were conducted over a six week period in the winter-spring of 1987. Following data processing and analysis, a report of the findings was prepared and distributed.

The objective of the evaluation research was the identification of management and staff perception of organizational change between November 1983 and February 1987. More specifically, the study was designed to determine how the change was conceptualized, operationalized and considered to be of impact on activities at Manitoba Community and Youth Corrections.

Key findings of the study reveal:

- the majority of staff and management identify the organizational change in the Branch as a movement towards a community development

approach in the provision of community correctional services.

- the organizational change is perceived to have its greatest effect on the role and responsibilities of general probation officers and Area Directors.
- the success of the change is perceived to be in the hands of the Area Directors.
- staff and management perceive they lack an overall understanding and knowledge of the masterplan for organizational change.

CHAPTER II

LITERATURE REVIEW

Organizational change is a very complex and multi-dimensional field of study. The concept is defined by Hassenfeld as

alterations in the allocation of resources, distribution of power, and the internal structure of an organization.
[1]

H. Rush refers to the process as organizational development and describes it as

a planned, managed, systematic process to change the culture, systems and behavior of an organization, in order to improve the organization's effectiveness in solving its problems and achieving its objectives.[2]

Organizational change differs from organizational innovation in that the latter is "the adoption of a product, service, or technology perceived to be new by the organization." [3] There is also a distinction to be made between symbolic and real change, the former constituting a process of reorganization that may affect the style of work but not its content

1. Hassenfeld, Y., HUMAN SERVICE ORGANIZATIONS, 1983, p.219

2. Rush, H.M.F., "Organization Development in Practice: A Comparison of Organizational Development and Non-Organizational Development Companies", ORGANIZATION DEVELOPMENT: A RECONNAISSANCE, 1974, 605, p.31

3. Hassenfeld, Y. 1983, p. 219

or importance, thus having the appearance rather than the influence of change.

The need for an organization to change can be triggered by a variety of sources both internal and external.[4] While some authors suggest that there is time for an organization to understand and assess the need and opportunity for change and respond in an informed manner [5], others, argue that the accelerated nature of change requires the organization to anticipate, forecast and prepare for it. [6] Ackoff summarizes Schon's rationale for a prepared, anticipatory response to change this way,

As the rate of change increases, the complexity of the problems that face us also increases. The more complex these problems are, the more time it takes to solve them. The more the rate of change increases, the more the problems that face us change and the shorter is the life of the solutions we find to them. Therefore, by the time we find solutions to many of the problems that face us, usually the most important ones, the problems have so changed that our solutions to them are no longer relevant or effective; they are stillborn. In other words, many of our solutions are to problems that no longer exist in the form in which they were solved. As a result we are falling further and further

4. Lippitt, Langseth and Mossop, IMPLEMENTING ORGANIZATIONAL CHANGE, 1986

5. Ackerman, Linda, "Evaluating Your Change Process, 1983; Lippitt, Langseth, and Mossop, 1986

6. Ackoff, R., CREATING THE CORPORATE FUTURE, 1981; Schon, D. BEYOND THE STABLE STATE, 1971

7. Ackoff, 1981, p.5

behind our times. [7]

Whether one adheres to a strategic rather than a reactive approach to change, the consensus is that organizational change is desirable, healthy and necessary. [8]

When an organization is affecting change, a logical place for the new vision or purpose of the organization to be redefined is in the mission statement. In his book, VISUALIZING CHANGE, Lippitt discusses the importance of a vision of change to help provide focus and clarity to the goals of change. While Lippitt's thesis is that models are an effective method for visualizing change in a symbolic way, mission statements are also a tool through which an organization defines its vision or purpose.

A mission statement, according to Ackoff in CREATING THE CORPORATE FUTURE, is a very general statement that endows everyone in an organization and all they do with a sense of purpose. A mission mobilizes an organization into concerted action.[9] More recent writers such as Peter Drucker and Tom Peters[10] suggest that the mission

8. Hasenfeld, Y., 1983; Ackoff, R., 1981; Lippitt, Langseth and Mossop, 1986

9. Ackoff, 1981, p.107

10. Drucker, Peter, HARVARD BUSINESS REVIEW, September/October 1988 and Peters, Tom, Thriving on Chaos, 1988

statement is essential for communicating to staff and management the common values and objectives that guide the enterprise. Within a system such as government, the mission statement explains a department or division's purpose within the context of the larger system. If the intent of the organization is to change some basic aspect of its purpose then that change must be reflected in its mission.

An important aspect of the change process is evaluation.[11] However, despite the important role it plays, it is often the one area of the change cycle that is ignored. A 1978 study by Porras and Berg examining 160 change interventions, found only 20 evaluation studies conducted.
[12]

While lack of time and funds is one of the main obstacles to an evaluation being conducted, a common hinderance is also an inadequate frame of reference and an inability to develop measurable objectives for which the change was attempted.[13] Both these problems are symptomatic of the evaluation component not being built into the overall change plan.

11. Lippitt, Langseth and Mossop, 1986; Ackerman, L., 1983

12. Porras and Berg, 1978 as reported in Lippitt, Langseth and Mossop, 1986, p. 119

13. Lippitt, Langseth and Mossop, 1986, p.119

Evaluating change strategies is important because it tells the organization what the intervention accomplished. Knowing that, a decision can be made to continue, readjust or discontinue depending on the desired outcomes of the change.

The dynamic, complex nature of change processes makes it difficult to study. Louis B. Barnes offers a variety of ways of conceptualizing organizational change for the task of identifying variables for evaluation purposes. He writes that "organizational changes involve multiple sets of complex variables whose identity, interaction and impact vary from situation to situation" (Barnes, 1971, p.58). He goes on to point out that it is necessary to keep variables simple and easily defined explaining that

organizational change involves variable causes and effects not easily isolated from each other, [and that], under the circumstances, oversimplification becomes desirable and almost inevitable. An analyst almost had to chose a limited number of variables which are recognized as dynamically interdependent and then try to work from there toward a more accurate understanding of reality.[14]

In this vein, Leavitt offers a relevant format for identifying variables. He claims that when organizations make the decision to reorganize they usually focus on strategies that involve four interacting variables identified as task, people, technology and

14. Barnes, 1971, p.59

structure. He suggests that depending on the nature of the organization, one of the four variables will be the strategic variable for planning and implementing organizational change.

A valuable variable for evaluating organizational change is people's reactions to the change.[15] People's attitudes and/or perceptions of organizational change are relevant to evaluating the impact of change as demonstrated by a study conducted by Albert S. King. King's study found that the "expectation effect of the people was a more important source of variation than the innovation itself".[16] Carrying this observation one step further, it could be argued that the perceptions people have about change also have an impact on how they respond to the change.

Brundage and MacKeracher, for example, in discussing adult learning principles, indicate that "adults react to learning experiences or information as they perceive it, not as the teacher presents it"[17] Subsequently, if the intent of the learning experience or information is to change behavior, it is relevant to understand how the individual perceives the information to assess whether it is having the intended

15. Ackerman, "Evaluating Your Change Process", 1983; Lippitt, Langseth and Mossop, 1986

16. King, American Science Quarterly, p.221

17. Brundage and MacKeracher, Adult Learning Principles and Their Application to Program Planning, 1980, p.26

affect on their comprehension and behavior.

Lippitt also supports the importance of people's perceptions to the change process and analysis of it.

The primary concern of persons trying to change the behavior of others or solve a complex problem is the motivations of the people involved. It is imperative to consider both the needs and perceptions of people in an analysis of a change situation.[18]

A method for collecting perceptual data is survey research.[19] Survey research is a method by which data is collected by asking people who have experienced certain phenomena to reconstruct these phenomena for others. Approaching a sample of individuals presumed to have undergone certain experiences, the researcher interviews them concerning these experiences. The responses constitute the data upon which the reasearch hypotheses are examined.[20]

There are three ways of conducting survey research - personal interviews, mail questionnaire and telephone survey.[21]

18. Lippitt, Gordon, VISUALIZING CHANGE, p.3

19. Lippitt, Langseth and Mossop, 1986, p.122

20. Nachmias and Nachmias, RESEARCH METHODS IN THE SOCIAL SERVICES, 1981, p.181

21. Nachmias and Nachmias, p.181; Babbie, 1975, p.260; Atherton and Klemmack, 1982, p.105

Considering the advantages and disadvantages of each approach[22] the personal interview was selected for the perception of change survey for it offered greater flexibility in the questioning process, control of the interview situation, high response rate and the ability to collect supplementary information.

The personal interview is a face-to-face interpersonal role situation in which an interviewer asks respondents questions designed to obtain answers pertinent to the research hypothesis. The questions, their wording and their sequence, define the extent to which the interview is structured.[23]

The structure of the survey instrument used in the organizational change survey was non-scheduled structured. There were a number of reasons for using this format as opposed to the scheduled-structured or the nonscheduled interview. First, the non-scheduled structured interview enabled the researcher to design questions within a structured context, but gave the respondents considerable liberty in expressing their definition of the situation of organizational change presented to them.[24] Second, enhanced by the use of open-ended questions, the

22. Nachmias and Nachmias, p.182-203

23. Ibid., p.190

24. Merton and Kendak, "The Focused Interview", 1946, p.541

structure had the advantage of not forcing respondents to adapt to preconceived answers.[25] As well, the researcher was able to probe, clarify and obtain depth to responses.[26]

Atherton and Klemmack suggest that "there is no 'right way' to develop a survey research instrument".[27] There are, however, a number of considerations that affect the design and content of a survey research instrument, and ultimately, affect its validity and reliability. These considerations include the nature of the subject being surveyed,[28] whether the questions are illiciting factual or perceptual information[29] and question sequencing[30].

In approaching the perception of change interviews, the researcher considered a number of techniques that Weiss and Richard Scott describe as being important to the interview process. The importance of the procedures is based on their potential for affecting the accuracy and/or

25. Nachmias and Nachmias, p.213

26. Ibid., p.213

27. Atherton and Klemmack, RESEARCH METHODS IN SOCIAL WORK, 1982, p.91

28. Ibid., p. 93

29. Nachmias and Nachmias, p.223-224

30. Ibid., p.221

31. Weiss, p.366; Scott, W. Richard, "Field Methods in the Study of Organizations", 1961, p.563

bias of the responses.[31]

The manner in which the study is introduced and explained lays the groundwork for how the respondents view and participate in the interview. If the study is not properly introduced and explained there is potential for fear and suspicion surrounding the research and its purpose. This, in turn, affects how freely the participants respond to the interview questions. The introduction also sets the tone for the second important consideration - the grounds on which the respondent's co-operation is sought.

When conducting organizational research it is necessary to gain senior official approval. The danger in this, suggests Scott, is that it creates the problem of the researcher being identified with management in the eyes of the subordinate groups.[32] This association can lead to subordinates feeling that 'co-operation' is forced upon them, thus causing feelings of resentment which can affect the level and kind of responses to the interview questions. To combat this reaction it is important for the interviewer and the research study to gain the confidence and respect of the participant before proceeding with the interview. This is in part achieved through a thorough introduction and explanation of the study. It is also achieved by the researcher

32. Scott, p.563

providing a picture of herself, of her background and interests in the subject to the participants. "The researcher should direct initial energy to building relationships with subjects rather than to gathering data. The researcher can gain acceptance more readily if she can point to some characteristic held in common with those whom she is studying." [33]

In creating a healthy rapport it is important for the interviewer to maintain a value-neutral position towards the opinions being expressed by the respondent. [34] Overrapport between the interviewer and respondent can lead to subject and/or interviewer bias impacting on response accuracy.

The interviewer's wording of the questions, consistent order and placement of questions and choice of answers allowed to the respondent are all important considerations to the interview process. [35] Variations or inconsistencies in the wording or ordering of questions can result in variations and inconsistencies in the responses generated by the interview process itself rather than the different attitudes or perceptions of the respondents towards the interview topic. The choice

33. Scott, p.567

34. Atherton and Klemmack, p. 113

35. Weiss, p. 366

of answers allowed to the respondent can inhibit, restrict or distort the type of responses that would be a true reflection of the respondents view on the matter.

Accurate recoding of answers is a critical component of the interview process.[36] To minimize the potential for inaccuracies in the recording of responses it is preferred that the interviews be tape recorded.[37] If tape recording is not feasible it is important that the interviewer record the answer exactly as given. "No attempt should be made to summarize, paraphrase, or correct bad grammar."[38] To do so impacts on the bias and/or inaccuracy of the information collected.

The study and evaluation of organizational change in Manitoba Corrections required knowledge and understanding of corrections administration and operations. Alan Coffey's book, CORRECTIONAL ADMINISTRATION: THE MANAGEMENT OF PROBATION, INSTITUTIONS AND PAROLE, provided general information about this area. CORRECTIONS IN CANADA: POLICY AND PRACTICE, by John Ekstedt and Curt Griffiths, provided recent information about the management and administration of corrections in Canada including specific discussion of management structures and

36. Weiss, p. 366

37. Weiss, p. 374

38. Babbie, THE PRACTICE OF SOCIAL RESEARCH, 1975, p.271

community-based programs.

One of the critical issues facing any corrections service is the philosophical base on which it is developed. Ekstedt, in his chapter on Canadian correctional models, indicates that since Confederation, correctional models have evolved from being punishment focused (1867-1938) to rehabilitation focused (1938-1970) to reintegration focused (1970-1978) to reparation focused (1978-1984)[39]. Each time there is a change in the philosophical base on which a corrections system is modeled it is important that the change be reflected in its mission statement.

The Manitoba Corrections Act is the legislative base for the existence of the Manitoba Corrections Division. Enacted by the provincial government in 1966, the Manitoba Corrections Act provides the authority and legitimacy for the existence of correctional services, and as such, should also be guiding the direction or providing the vision of correctional services for the province. Although the Act has been updated with regulations over the years to enable the existence of new programs such as fine option and community service orders, the main substance of the Act has remained unchanged since the 1960's. Given the philosophical shifts in correctional models cited by Ekstedt and the

39. Ekstedt, 1984, p.68-70

many departmental and program changes that have occurred in the Division since 1966, the Manitoba Corrections Division has evolved beyond the scope and vision of its legislative mandate.

CHAPTER III

THE ORGANIZATION

The Manitoba Corrections Division is that part of the provincial government responsible for providing community and institutional correctional services to eligible youth and adult offenders. At the time of the practicum study, Corrections was a division under the jurisdiction of the Minister of Community Services and Corrections.

Between 1981 and 1988, jurisdiction for provincial correctional services was with the Department of Community Services and Corrections. In the two decades prior to this, responsibility for corrections shifted from the Attorney General's Department in 1969 to the Department of Health, Education and Welfare, to a newly created Ministry of Corrective and Rehabilitative Services in 1974, then back to the Department of Health and Social Development in 1977. Under each Ministry, corrections was given a varying degree of attention and importance, which no doubt, affected senior management's ability to partake in long-term planning and program development.

Structurally, the probation, adult institution and youth institution components of corrections changed over the two decades as well. In 1969, probation and institutional services shifted from the Attorney General's Department to the Department of Health and Social Development.

For the following four years probation, juvenile institutions and adult institutions operated as separate entities under that Department.[40] In 1973, probation along with child welfare, mental health, public health and other services was amalgamated regionally under a 'single unit delivery system' or S.U.D.S. as it was often referred. In 1976, it was recognized by the Ministers of Corrective and Rehabilitative Services and Health and Social Development that probation served the judicial service and was more appropriately part of a separate system.[41]

Between 1976 and 1984, the administrative organization of adult correctional institutions, juvenile correctional institutions and probation services remained relatively stable with one exception. In 1978, probation services for youth and adults, usually handled by the same regional units, were handled by separate units in Central Winnipeg. This continued until 1982, when the issue of balancing workloads caused the Division to amalgamate service delivery to one unit.[42]

In 1984, Manitoba Corrections reorganized under the direction of the then Assistant Deputy Minister, Dr. John Bock. In the two years directly preceeding this change, a number of events occurred that contributed to

40. Annual Reports, 1969-73

41. Canadian Centre for Justice Statistics, Consultation on the Administrative Organization of Manitoba Probation Services, 1984, p.36

42. Ibid.

the reorganization and affected staff and management's perception of the change.

In 1982, the Minister of Community Services and Corrections, Len Evens, became concerned with the situation at the Headingly Correctional Centre[43]. Administration problems, institutional overcrowding, questionable program practices were a few of the obvious issues that appeared to be contributing to deteriorating staff morale. As a result, Professor Len Kaminski of the University of Manitoba, was commissioned to assess the situation at Headingly, as well as the Winnipeg Remand and Community Release Centres. The results of the study raised a number of questions including the extent of problems in other correctional institutions, and whether issues effecting the surveyed facilities might also be effecting the functioning of the entire correctional system. Thus, the Minister commissioned a more comprehensive inquiry under which a full review of the Manitoba corrections system would occur.[44]

Eight months into the study the 'Review Committee on Adult Corrections for Manitoba' were so concerned by their findings that they published an interm report on the situation at the Headingly Correctional Institution. According to the report, the problems at

43. Report on Headingly Correctional Institution, September, 1983

44. Ibid., p.2

Headingly could be attributed to four basic root causes, three of which were external to the institution itself. They included a lack of administrative leadership at the Minister's level over the past five decades; historical underfunding of the entire correctional system; inadequate and weak organizational structure and management personnel; and, the lack of adequate facilities in the institution.[45]

Subsequent to the Headingly Report findings, a number of senior level officials in Corrections as well as the Minister for Community Services and Corrections were reassigned.

Whether a direct outcome of the Headingly Report, anticipation of the soon to be proclaimed Young Offenders Act or part of a broader political agenda, Premier Howard Pawley announced in November 1983, a reorganization of the Departments of the Manitoba Governments, including the Department of Community Services and Corrections.[46]

On January 19, 1984, a Ministerial letter to all staff (Appendix II), indicated that there would be a phased in departmental restructuring effective January 23, 1984. Phase I would include, among other things, the moving of juvenile correctional institutions under the jurisdiction of the Child and Family Services Division, while probation services for

45. Ibid.

46. Canadian Centre for Justice Statistics, *ibid.*, p.25

both adults and juveniles, would remain with adult institutions under the Corrections Division. Phase II of the reorganization, which was to come into effect in July 1984, had juvenile probation services joining juvenile institutional services under the Child and Family Services Division leaving adult probation and institutional services with the Corrections Division.

The rationale for the proposed organizational change was to lessen the friction between child care and probation staff arising from overlapping responsibilities; increasing the potential for unifying policy process regarding the placement of children; enabling the duties of the Provincial Director under the Y.O.A. to be the responsibility of one individual; allowing senior management to focus on issues related to youth and adults separately; and, improving the possibility of significant cost-sharing of certain juvenile services through the Canada Assistance Plan.[47]

Strong resistance to the reorganization proposal on the part of Probation Services led to the government commissioning the Canadian Centre for Justice Statistics, under the direction of Alfred Black, to consult with probation staff and management on the proposed change and

47. Ibid., p.37

48. Ibid., Appendix I

provide possible organizational options.[48]

Black summarized the pressures that were impacting Probation Services at the time of the consultation this way,

Within the past year, the Corrections programs had experienced considerable pressure. Organizationally, uncertainty and tension from changes among senior officers. Philosophically, Corrections had to overcome uncertainty about whether it is to serve a 'social welfare' mandate or 'social justice' mandate. Programmatically, Corrections had to prepare to meet the challenges of managing a system of Provincial Correctional Institutions, especially that at Headingly, while placing greater reliance on community programming.

Moreover, the current implementation of the Young Offenders Act intensified the need to resolve the philosophical attitude toward Corrections and to shape its community programs, particularly Probation Services.[49]

At the conclusion of the Canadian Centre for Justice Statistics consultation, a number of changes did occur, however, they did not necessarily coincide or occur as a result of the recommendations of the study. Senior Corrections officials indicate that due to a number of inaccuracies in the report, a number of the conclusions drawn were invalid causing the credibility of the report to be doubted.

Organizational changes that were implemented and provided a basis for the practicum research study included the development of a Divisional mission and mandate statement (Appendix III), a Corrections Division

49. Ibid., p.25-26

organizational structure composed of two branches - Adult Corrections composed of adult correctional institutional services and Community and Youth Corrections Services Branch responsible for adult and youth community correctional services and youth correctional institutions.

In discussing the impetus and rationale for the organizational changes with senior corrections officials, they indicated that the intent of the change was to reflect an integrated corrections service based on a justice model. It did not make sense, according to the Assistant Deputy Minister during an informal discussion on the practicum study, to separate juvenile corrections services and amalgamate it with child welfare if the intent of the Young Offenders Act was to shift the approach to young offender programming from a welfare model to a justice model. This comment by Dr. Bock, was in reference to the major philosophical shift in juvenile justice intended by the enactment of the Young Offenders Act.[50]

Other philosophical changes or emphasises important to be captured by the mission and structural framework of the Division were community partnership in the prevention of crime and provision of correctional services, least interference, meaningful corrections programming and alternatives to the court process and sentencing.

50. Coflin, Jim, "The Federal Government's Role in Implementing the Young Offenders Act", 1988, p.37-49

CHAPTER IV

THE PROCESS

The practicum experience was composed of four parts: the evaluability study, research design development, data collection, data processing and analysis.

4.1.0 Evaluability Study

The evaluability study is important for determining whether an evaluation is feasible and what form a manageable evaluation project should take. The assessment consists of six parts: preparing a program description, interviewing department personnel, scouting the department, developing an evaluable program model, identifying evaluation users and achieving agreement to proceed.[51]

4.1.1 Preparing a program description

The Manitoba Corrections Division, Community and Youth Corrections Branch, and individual unit mission statements were the primary documents used to provide a current program description. The Manitoba

51. Rossi and Freeman, Evaluation, 1982, p.74-77

Corrections Act, annual reports, the Black Report, the Garson Report and Rise of the Sparrow provided insight into the historical development of Manitoba Corrections services over the past twenty-five years.

4.1.2 Interviewing department personnel

Department personnel were interviewed to gather descriptions of program goals and rationale, and to observe how programs were actually operating. This information was important for the researcher whose provincial corrections experience in other provinces had the potential of creating a false understanding of how corrections services were delivered in Manitoba.

The interview process also provided the opportunity to find out what kind of data was available for research purposes and to gain an initial impression of people's views, both within and outside the department, on the organizational change.

In this study personnel interviewed included, within the department, Assistant Deputy Minister, Executive Director of Community and Youth Corrections, Associate Director of Community and Youth Corrections, Associate Director of Adult Corrections, Working Together Manager, Fine Option Manager, Policy and Planning Co-ordinator, Information Services Co-ordinator, Administration Officer, Research Analyst for Community Services and Corrections, and a number of Probation Officers.

Outside the department officials from the Crown, Legal Aid, John Howard Society, United Church Halfway Homes, Mediation Services, and Alternative Sentence Planning were interviewed for their observations and views of Manitoba Corrections and Community and Youth Corrections in particular.

4.1.3 Scouting the Department

Visits to various work units were useful for gaining first-hand impressions and observations of how various corrections programs operated. The information collected was compared and checked against knowledge gained through interviews and departmental documents. Places visited included four adult and one youth institution, two Winnipeg Probation Offices, the Manitoba Corrections Directorate including both Adult Corrections and the Community and Youth Directorates.

4.1.4 Developing an Evaluable Program Model

Having gained a comprehensive insight into the theoretical and practical organization and operation of Manitoba Corrections, the next part of the evaluability study was to develop an evaluable program model. For managability sake, it was necessary to stream-line the evaluation into a workable study size.

The Corrections mission statement identified key tasks to be accomplished by the Division - protection, rehabilitation, alternatives

and prevention as well as the processes for achieving the tasks, 'effective communication, staff development, participatory management, effective use of volunteers and community participation.

Bearing in mind the need to keep the project manageable yet comprehensive, a selection of interacting tasks and processes were identified as potential evaluation variables (Appendix IV) using the mission and mandate statement as a basis. If the intent of the change, as reflected in the mission and mandate statement, was protection, rehabilitation, alternatives and prevention using processes such as effective communication, staff development and effective use of volunteers and community participation, it was appropriate to assess whether these objectives were achieved. The initial selection of variables assessed for evaluability - prevention, alternatives, staff development, use of volunteers and community - were selected based on their potential for measuring, should accurate data exist. The perception of change variable was identified on the suggestion of the A.D.M. who felt it would be beneficial to know how the organizational change was interpreted and acted upon by staff.

A systematic review of the data available for researching each variable was conducted. A decision to focus on staff/management perception of the change was made based on the researcher's ability to do the most comprehensive study of this topic, as well as, the

incomplete data available for studying the remaining variables. For example, detailed budget information identifying expenditures in the areas of prevention programming, alternatives and staff development were not available. Prevention appeared to be a very nebulous topic to staff and management making it difficult to define specific programs and activities that could be measured. While use of volunteers and community participation were more tangible variables, the inconsistency in record keeping on their numbers and their use made any thoughts of evaluation unreliable. This was also true of data relating to staff development activities.

4.1.5 Identify Evaluation Users

The key stakeholders of this evaluation included the Corrections A.D.M. of the time, John Bock, the Executive Director of Community and Youth Corrections, Ben Thiessen and myself as the student using the evaluation experience for a practicum. Together, these stakeholders determined which aspect of the Corrections Division was studied and how the results of the study were disseminated and used.

Management and staff of the Community and Youth Corrections branch were also considered stakeholders for they may derive some direct or indirect benefit and use of the evaluation process and findings.

4.1.6 Achieving Agreement to Proceed

Before proceeding with the evaluation it was important for all parties to have a clear understanding of all aspects of the study including a statement of mandate and terms of reference. This understanding was documented to avoid potential for conflict and misunderstanding part-way into the evaluation process.

Explicit agreement was reached about the department components to be researched, design of the evaluation and work priorities, commitment of required resources and agreement on necessary co-operation and collaboration and plan for utilization of the evaluation results.

4.2.0 Research Design

Study of various research designs suggested that the most appropriate model for gathering 'perception' information was through a survey - questionnaire or interview format. An interview rather than a questionnaire format was chosen as it allowed greater flexibility, control and depth in collecting the research data. More specifically, the use of a 'nonschedule-structured' format, using open-ended questions, asked by the interviewer in a 'funnel' sequence provided the following advantages:

- allowed the researcher to explore for information.
- gave the respondents the opportunity to explain things in their own words.

- avoided the concern of putting words and ideas in the mouth of the respondent.
- gave the researcher the opportunity to collect supplementary information, probe when answers were unclear.
- avoided imposing a frame of reference before obtaining the respondent's perspective.

4.2.1 Interview Schedule

The interview schedule (Appendix V) consisted of sixteen questions. Collectively the answers were intended to provide a picture of how Area Directors and their staff perceived the organizational change based on the following research assumptions:

IF the organizational change occurred THEN management/staff know what the change entails.

IF an organizational change occurred THEN management/staff know how that change is being interpreted.

IF an organizational change occurred THEN management/staff are doing their job differently.

More specifically, the test instrument intended to find out how the organizational change was comprehended (defined, understood

philosophically) by staff and management, how the transformation from theory to practice was interpreted and what staff and management believed they were actually doing differently in their jobs as a result of the change.

Individually, the questions contributed to this picture as follows:

1. WHAT WERE YOUR MAIN RESPONSIBILITIES AND ACTIVITIES AS A PROBATION OFFICER (AREA DIRECTOR) THREE YEARS AGO?
2. WHAT ARE YOUR MAIN RESPONSIBILITIES AND ACTIVITIES AS A PROBATION OFFICER (AREA DIRECTOR) NOW?

The first question asks the respondent to provide information on their responsibilities and activities prior to the implementation of organizational change. This data serves as a 'baseline' of information against which the respondent will answer the second question indicating their main responsibilities and activities now or 'post-implementation of organizational change'. Together, the questions attempt to determine whether the respondents identify a change in responsibilities and activities without the notion of change being introduced. The information obtained by the two questions will contribute to the analysis of the research statement, IF an organizational change has occurred THEN management/staff are doing their job differently.

3. ARE YOU AWARE OF ANY ORGANIZATIONAL CHANGE THAT HAS OCCURRED IN THE CORRECTIONS DIVISION OVER THE PAST THREE YEARS? IF YES, WHAT FORM HAS THE CHANGE TAKEN?

In this question, the concept of organizational change is introduced in an open and undefined form. The question requests the respondent to acknowledge whether they believe an organizational change has occurred, and if it has, explain what their understanding of that change is, thereby contributing to the analysis of the research assumptions, IF an organizational change has occurred THEN management/staff know what the change entails, and, IF an organizational change has occurred THEN management/staff know how that change is being operationalized.

The question is looking for the different ways change is identified and defined by management and staff. Is it strictly identified and defined in terms of activities; is it identified and defined in terms of a philosophical shift with or without accompanying practice changes; or, is 'change' considered to be a formalizing of what has been in place all along?

4. I AM GOING TO IDENTIFY A NUMBER OF DIFFERENT AREAS. I WOULD LIKE YOU TO TELL ME WHETHER YOU CONSIDER CHANGE HAS OCCURRED IN THESE AREAS IN THE CORRECTIONS DIVISION OVER THE PAST THREE YEARS AND EXPLAIN WHAT YOU FEEL THAT CHANGE HAS BEEN.
- DIVISIONAL MISSION STATEMENT
 - DIVISIONAL POLICIES
 - DIVISIONAL OBJECTIVES/GOALS
 - DIVISIONAL PROGRAMS
 - DIVISIONAL ACTIVITIES
 - ORGANIZATIONAL STRUCTURE
 - ANY OTHER CHANGES YOU CARE TO COMMENT ON

This question is a more structured version of question number three. It gives the respondent a context to refer to while providing the

researcher with information that can be used to assess the same research assumptions as in question #3.

The context given is based on a rational model of the policy making and implementation process. The process starts with the setting of a mission statement which identifies and establishes the conceptual groundwork for a problem to be resolved or an aspiration to be achieved. From the mission statement objectives and goals are developed identifying how the theory is to be translated into practice, or in other words, operationalized. The programs and activities established are the implementation of the theory into practice. The organizational structure is the administrative mechanism through which the organization's mission statement is put into practice, the support system for facilitating the implementation of theory to practice.

By asking respondents to identify at which point they believe change has occurred and what that change has been, it should be possible to establish an image of how management/staff have comprehended the organizational change. Do they acknowledge change occurring only at a conceptual or implementation level or do they identify change occurring in all areas with some understanding of how the different areas connect? When discussing change in the different areas do the respondents refer to changes at a departmental level as the question asks, or do they only describe change at a branch or work unit level?

5. WHAT, IN YOUR OPINION, HAS BEEN THE MAIN REASON FOR
THE CHANGE IN THE CORRECTIONS DIVISION?

Before asking more specific questions about change in relation to the mission statement, the respondents were asked what they felt the impetus for change had been. Organizational change can be affected by a number of things, both planned and unintended. Understanding what people felt motivated the change would increase the researcher's understanding of people's perceptions about the change.

6. ARE YOU AWARE OF THE CURRENT CORRECTIONS DIVISION
MISSION STATEMENT?

YES _____ NO _____

This close-ended question acts as a lead in to questions seven to eleven. It establishes whether the respondents are aware of the divisional Mission Statement and, therefore, in a position to respond to questions about it. If a respondent answers in the negative, a copy of the Mission Statement will be shown to them in an attempt to see if a visual aid will jog their memory of it. This copy will not be available as a guide for any further questions. Should the respondent still answer in the negative then questioning will jump to #12.

7. WHAT IS YOUR INTERPRETATION OF THE DIVISIONAL MISSION STATEMENT?

This question is the first in a series about the conceptual framework of the organizational change, the Mission Statement. Having the respondent

explain in their own words their understanding of the mission statement provides the researcher with a general idea of it is being understood and conceptualized.

8. DO YOU BELIEVE THE NEW MISSION STATEMENT IS INTENDED TO HAVE AN EFFECT ON YOUR ROLE AND ACTIVITIES AS A PROBATION OFFICER (AREA DIRECTOR)? IF YES, HOW SO?

This question asks the respondent to state whether they think the mission statement is supposed to have an effect on their position and activities as a Probation Officer or Area Director. In other words, is the statement of theory intended to effect their responsibilities and actions in the delivery of service. If a relationship is acknowledged then the respondent is asked to describe what they believe that relationship is supposed to be; how do they understand the theory to be operationalized or put into practice.

9. IN YOUR OPINION, WHAT ACTUAL EFFECT HAS THE MISSION STATEMENT HAD ON YOUR ROLE AND ACTIVITIES?

This question asks the respondent to indicate what they believe the actual effects of the mission statement have been on their position and activities, that is, what they believe they are doing differently in their jobs as a direct result of the mission statement.

10. DO YOU BELIEVE THE DIVISIONAL MISSION STATEMENT IS INTENDED TO HAVE AN EFFECT ON YOUR WORK UNIT? IF YES, HOW SO?

11. WHAT THINGS, IN YOUR OPINION, ARE CURRENTLY HAPPENING IN YOUR

WORK UNIT AS A DIRECT RESULT OF THE DIVISIONAL MISSION STATEMENT?

Questions 10 and 11 are exceptions to the general funnel sequence of questions in the interview schedule. The researcher chose to position the questions this way as it was felt that the respondents would find it easier to relate to their own experiences before considering the effect of the mission statement on the work unit as a whole.

The questions are similar in nature to questions 8 and 9. However, rather than asking the respondent how they believe the mission statement is supposed to effect their role and activities and how they believe it is effecting their role and activities, the questions focus on the respondents interpretation of the intended and actual effect on the work unit.

12. HOW WOULD YOU DESCRIBE YOUR WORKING RELATIONSHIP WITH ADULT CORRECTIONS? IS THIS DIFFERENT FROM THREE YEARS AGO?

The reason for asking this question was to determine whether organizational change had included inter-Branch functioning at the service delivery level. In the evaluability study, senior officials indicated that one of the desired outcomes of change was for staff and management to develop a Divisional as opposed to Branch perspective on Corrections. An indicator, if this had been achieved, would be improved working relations between the two branches, or at least a sense that improvement was desirable.

13. DO YOU HAVE ANY OTHER COMMENTS TO MAKE ABOUT THE DIVISION'S REORGANIZATION?

This interview schedule focuses on a small part of the Corrections Division's organizational change. This question gives the respondent the opportunity to identify other areas effected by the organizational change that may be of interest to the Department in following up on.

14. DO YOU HAVE ANY COMMENTS OR QUESTIONS ABOUT THIS INTERVIEW?

Although the researcher will be advising the respondents at the onset of the interview the purpose for the study, how it will be used and that all information is anonymous and confidential, this question provides the opportunity for the respondent to ask or comment on any outstanding issues or concerns they might have following the asking of the questions.

15. LENGTH OF EMPLOYMENT WITH THE MANITOBA CORRECTIONS DIVISION?

16. IN WHAT CAPACITY HAVE YOU BEEN EMPLOYED IN THE MANITOBA CORRECTIONS DIVISION?

POSITION	DATES
_____	_____ TO _____
_____	_____ TO _____
_____	_____ TO _____

17. TYPE OF EDUCATION?

Questions 15 TO 17 provide data about the respondents that can be used in statistically analysing the information obtained in the rest of the

interview.

4.3.0 Data Collection

The interview schedule was pre-tested on a random sampling of staff and management from one regional office.

Originally, the intention was to tape-record the interviews. However, before doing this, the first two pre-test respondents were asked, after they had been through the interview process, about their comfort level in having their responses taped. Although both indicated they were comfortable with the interview questions, neither indicated they would have been willing to have their interview taped. The researcher's impression was that there was a certain level of suspicion about herself and the purpose of the interview. Not wanting to heighten the suspicion or impede the honesty of the responses, the researcher decided not to tape the interviews.

The pre-test helped the researcher in refining the interview questions. Minor adjustments were made to wording and the impetus for change question was changed from being question four to question five. Rational for the change in ordering was to have people thinking about change in a more defined way when they explained what they felt the motivation for change had been.

Staff and management were informed of the research study through a

memo from the Branch Directorate. The memo indicated that the survey had the approval of the Division and staff and management were encouraged to co-operate should they be asked.

A random sampling of general, specialized and management probation personnel within a random sampling of rural and city regions were interviewed in February and March 1987. This stratified[52] approach to sampling was used on the belief that there would be homogeneity between the rural and city regions. However, following the study and analysis of the data which revealed autonomy between the regions, it appeared that a more reliable approach would have been a random sampling of staff and management from the rural, northern and city areas of the province.

Of the 24 individuals selected 22 were interviewed. One individual declined to be interviewed and one individual could not be contacted in the specified period. All interviews were conducted by the researcher. All interviews were conducted in person with the exception of one telephone interview. The individuals and regions represented remain anonymous. All findings were compiled as group statistics under the headings general, specialized and Area Director, to guarantee anonymity of the participants.

Each interview began with a standard lead-in (Appendix V) which

52. Nachmias, 1981, p.434

introduced the researcher, the purpose of the research and the rights of the respondent to decline answering any question. Responses to the questions were recorded by the researcher during the interview. Most responses were written in summary form based on the researcher's interpretation of what was being said. Comments that succinctly captured the essence of what was being said were recorded as quotations.

The interview format was the same for all management and staff. The researcher asked the questions as written on the interview schedule. At times clarification or explanation's of questions were asked for and the question was reworded in a way that would not bias the respondent's answers. Interviews were, on average, one hour in duration.

Following compilation of the data questions 16 and 17 were considered irrelevant to the study's objectives and results were ignored. Respectively, the questions asked respondents for their type of service with corrections and their education level. The original intent was to examine whether there was a co-relation between type of experience with corrections and education level with people's perception of change. Considering the many variables that affect people's perception of change it seemed invalid to look at these two variables in isolation. As well, to be meaningful, the data would have to be cross-tabulated with other questions. It was not the intent of this study to conduct that level of

statistical analysis.

CHAPTER V

PRESENTATION OF FINDINGS

Between November 1983 and February 1987, a major organizational change was effected in the Manitoba Community and Youth Correctional Services Division. The purpose of this survey was the identification of management and staff perceptions of this change. More specifically, the survey was designed to determine how the change was conceptualized, operationalized and felt to be of impact on activities.

5.1.0 CONCEPTUALIZATION OF THE CHANGE

One of the main objectives in undertaking the 'Perception of Change' survey was determining how staff and management conceptualized organizational change in the Division on a general level. Did they see the change as something rooted in a philosophical shift with subsequent change reflected in Divisional policies, goals, objectives, programs and activities, or, did they view change only at the implementation and/or outcome stage, if at all.

When the topic of organizational change was initially introduced in the interview session all staff and management conceded that some form of change had occurred in the Division over the past four years.

The change identified fell into one of five categories - change in people, organizational structure, tasks, resources and/or technology.[53] There was no suggestion by any of the respondents that the Division had embodied a major philosophical change that was having any form of far reaching affects.

When the respondents were introduced to the notion of change occurring within a conceptual framework, there was increased acknowledgement and recognition of change occurring at a philosophical level.[54] The thrust of the philosophical change was described as a stronger emphasis by the Division on community involvement in the provision of correctional services[55].

However, an equal number of people indicated that they felt the philosophy of the Division was the same and that the change was in the existence of a written statement of philosophy by way of the Mission Statement. Some suggested that it was the emphasis, importance and implementation of the philosophy that had changed.[56]

53. Appendix VI, p. 101

54. Appendix VI, p. 102

55. Appendix VI, p. 102

56. Appendix VI, p. 102

While all staff and management interviewed to had a sense of organizational change occurring in the Division at one level or another[57], there was a general lack of understanding of the overall game plan for change, as expressed by some respondents,

"Change is being introduced in a fragmented way, no one is sure of the overall game plan and that makes the understanding of change difficult."

"In someone's mind there probably is a masterplan but no one knows what it is."

"There are lots of different perceptions of what change is because there is not enough clarity."

These comments seemed to capture the general sentiments of most staff and management spoken to.

5.2.0 INTERPRETATION OF THE CHANGE

The second objective of the interview was determining how staff and management interpreted or gave meaning to the change in familiar terms.

In order to have the respondent's working from a common frame of reference, questions pertaining to this objective were developed based on a rational model of policy making and implementation. The process starts with the setting of a mission statement which identifies and establishes the conceptual groundwork for a problem to be resolved or an

57. Appendix VI, p. 101

aspiration to be achieved.

A mission statement is commonly recognized as a tool for identifying an organization's philosophy and goals, role and structure, and long and short-term objectives. An organization's mission statement describes the reason for its existence. Thus, it was within this context that questions were asked to determine how staff and management were giving meaning to the Division's organizational change using a common frame of reference.

Impressions from the discussion concerning the mission as a written statement of Divisional philosophy, were that it was vague and general. Some considered this to be advantageous as it allowed for innovation and creativity in interpretation at the regional level. Others, found it ineffective. As one manager indicated,

"(The Mission Statement) is general enough to allow continuation of traditional work, or development of innovative work. There's no rewards or punishment for doing it one way or the other."

However, despite this sense of the organization's philosophical statement being vague and general, there was consensus that the Mission Statement was intended to have a major effect in two related areas - service delivery and the roles and responsibilities of general service

58. Appendix VI, p. 112 & 114

Probation Officers and Area Directors[58].

Community 'mobilization' was the main phrase used by management and staff to identify how service delivery was understood to be changing from traditional probation service.(see Appendix I - Definitions and Appendix VI, p. 117) And, given that staff are the primary providers of service, it followed that a change in service delivery would mean a change in role and responsibilities for the Probation Officer. In the words of three different respondents,

"The intent behind the Mission Statement is to have Probation Officers as an organic part of the community, have us integrate our clients and energy into the community. For many years we have been a parallel structure."

"The Mission Statement is the mandate which provides the basis for changing the role of the Probation Officer...greater liaison [role] and use of the community as a throughput[sic] as opposed to a traditional one to one role."

"Rather than us saying how can we do this, the question has become how can we motivate the community to do this."

Here lay the biggest issue with the organizational change - the impact on the day-to-day work of general Probation Officers. With the majority of staff having ten to fourteen years of experience in the Manitoba Corrections Division as Probation Officers[59], there appeared to be fairly entrenched views on probation as a community corrections

59. Appendix VI, p.xx

service and the role of the Probation Officer in providing that service. Although not specifically addressed in the survey, discussions revealed a variety of opinions on what the role of the probation officer should be. A few held firmly to the view that their most effective role was as 'treatment' worker providing one-to-one rehabilitative counselling. Another individual held strongly to the position that the Probation Officer's primary responsibility was to the court and that the responsibilities of court liaison and court reporting were paramount. Most, however, while holding a variety of ideas on how the concept of community mobilization would be/should be put to practice, agreed that change in the role of the Probation Officer to a community development approach was a logical expansion of their traditional mandate. As one Probation Officer put it, capturing the essence of most respondents view on the topic,

As Probation Officers we see change all the time. We have to be flexible, be prepared to initiate change whether it's within our clients, the organization or ourselves.

While it was the researcher's impression that Probation Officers viewed the impact on their function as a transformation from one type of role to another, Area Directors described the impact on their role as one of expanding responsibilities rather than changing ones[60]. Expanding, because prior to the reorganization the role and

60. Appendix VI, p. 112

responsibilities of Senior Probation Officers (as they were then called) were considered to be very specific, well defined and relatively static. With the reorganization and the push towards 'community mobilization', the Area Directors were being required to fulfill their traditional responsibilities of work assignment and general administration as well as orchestrate the transformation in role responsibilities of Probation Officers and play a leading role in developing new programs and activities to fulfill the mandate of community mobilization. The sentiments expressed by one Area Director reflected the general feeling of the others that they were satisfied with the direction the Division seemed to be heading...

"What we're doing now is more liberating (as an Area Director). If we want to start a new program we can go with it rather than writing a position paper on it. But the other side of that is not being sure of the kind of support we'll get from the Directorate. I feel more in tune with the present direction than before."

...however, some found the increased expectations of the position difficult to adjust to. As one Area Director stated,

"Our job has become overwhelming in expectations!"

For most, the interpretation of the organizational change was focused on issues and activities within the Community and Youth Corrections Branch[61]. While a number managers and staff were aware, from an

61. Appendix VI, p. 107 to 108

organizational structure perspective, that adult corrections and community and youth corrections had joined to form one Division[62], the interpretation of that occurrence was not commented on except by two individuals[63]. They both suggested that the partnership was a significant one in that it represented a desire on the part of senior officials for corrections to be developed as a well integrated continuum of correctional services.

62. Appendix VI, p. 109

63. Appendix VI, p. 102

5.3.0 THE OPERATIONALIZATION OF CHANGE

The third objective of the interview was to determine what staff and management believed they were actually doing differently as a result of the organizational change.

5.3.1 General Probation Officers - City

TABLE I
MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
FOR GENERAL PROBATION OFFICERS
N= 13

	CITY (n=6)		RURAL (n=7)	
	BEFORE	NOW	BEFORE	NOW
Court Reports	1.6 (6/6)	1.8 (6/6)	1.1 (7/7)	1.1 (7/7)
Client Supervision	1.8 (6/6)	1.3 (5/6)	1.7 (7/7)	1.8 (7/7)
General Admin.	2.6 (3/6)	3.6 (3/6)	3.6 (3/7)	4.0 (3/7)
Community Development	3.0 (2/6)	2.3 (6/6)	4.0 (3/7)	3.0 (5/7)
Court Attendance	3.3 (3/6)	N.R.	3.0 (1/7)	3.0 (2/7)
Agency Liasion	N.R.	N.R.	4.5 (4/7)	4.0 (4/7)
Travel Time	N.R.	N.R.	2.0 (1/7)	2.0 (1/7)

KEY: N.R.- No Rating

Table I shows the mean rankings of main responsibilities and activities for a sample of general probation officers (city and rural), before and after organizational change. The table reveals that the most significant change in activities for the general probation officers in Winnipeg was the appearance of community development work as a main responsibility. Likewise, the decrease in the amount of time spent doing court reports and client supervision helped to accommodate the increase in community work, although the importance of these two responsibilities did not decrease in priority. Another change for city probation officers was the elimination of court attendance over the three and a half year period. Once a traditional probation officer responsibility, court attendance is now a minimal responsibility handled separately by a special court liaison probation officer.

5.3.2 General Probation Officer - Rural

Table I reveals that, for rural probation officers, the change in responsibilities was not as dramatic as it had been for their city counter-parts. The responsibilities of court reports and client supervision were identified as top priority with rural probation officers as they were three years ago. However, as with city probation officers, community development work was either added to the list of main responsibilities as a new priority or increased in priority for those who were involved in it to some degree before. For rural

probation officers the activity of agency liaison was also identified as a main responsibility by the majority of probation officers.

Both city and rural probation officers indicated that the amount of general administration work and paperwork increased over the three year and a half year period although its priority rating decreased.

5.3.3 Specialized Probation Officers

TABLE II

MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
FOR SPECIALIZED PROBATION OFFICERS
N= 5

	CITY (n=2)		RURAL (n=3)	
	BEFORE	NOW	BEFORE	NOW
Client Supervision	1.0 (1/2)	2.0 (1/2)	1.0 (3/3)	1.7 (3/3)
Client Interviews	1.0 (1/2)	1.0 (1/2)	N.R.	N.R.
Agency Liaison	2.0 (2/2)	2.5 (2/2)	3.5 (2/3)	3.0 (1/3)
General Admin.	3.0 (2/2)	3.0 (1/2)	3.0 (1/3)	3.0 (1/3)
Court Reports	N.R.	1.0 (1/2)	2.0 (2/3)	1.5 (2/3)
Community Development	N.R.	N.R.	2.5 (2/3)	1.0 (2/3)

Table II identifies the mean rankings of main responsibilities and activities of a sample of city and rural probation officers, before and after organizational change.

The survey revealed that there are two types of specialized probation officers: those originally hired to provide a specialized service who were still doing the same thing, and those who were originally hired as general probation officers but were now performing a specialized function on either a full-time or part-time basis. In this survey three were interviewed from the first category and two were interviewed from the second.

Each person interviewed had a different job description: some staff were associated with the working together project, one was working with open custody, others with victim/offender reconciliation. Of these staff, some were working exclusively on specialized projects while others had combined specialized and general probation officer responsibilities. For this reason it is not appropriate to compare the activity rankings of specialized probation officers as a group. However, it is interesting to note in Table II, that court mandated services have become a priority for the majority of this group. Also, client supervision is a main responsibility for most specialized probation officers.

5.3.4 Area Directors

TABLE III
MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
FOR AREA DIRECTORS
N=4

	CITY (n=2)		RURAL (n=2)	
	BEFORE	NOW	BEFORE	NOW
Work Assignment	1.0 (2/2)	1.0 (2/2)	N.R.	N.R.
General Admin.	2.0 (1/2)	2.0 (1/2)	N.R.	1.0 (1/2)
Standards	2.0 (1/2)	N.R.	N.R.	N.R.
Case Consultation	3.0 (1/2)	3.0 (1/2)	2.0 (1/2)	N.R.
Community Development	3.0 (1/2)	N.R.	N.R.	N.R.
Management Partcpt.	4.0 (1/2)	N.R.	N.R.	N.R.
Policy/Prog. Develop.	4.5 (2/2)	3.0 (1/2)	2.7 (2/2)	2.0 (2/2)
Staff Supervision	N.R.	3.5 (2/2)	1.0 (2/2)	1.0 (1/2)
Agency Liasion	N.R.	4.0 (1/2)	5.0 (1/2)	N.R.
Committees	N.R.	N.R.	3.0 (1/2)	N.R.

Table III shows the mean rankings of main responsibilities and activities of a sample of city and rural Area Directors, before and after organizational change. Although the general mandate for Area Directors is the same, the divergent rankings and identification of main responsibilities indicated in Table III, highlights the autonomy each one maintains in setting their own priorities and activities.

Among city Area Directors, the responsibilities of work assignment, general administration and case consultation have maintained themselves as high priorities, while the previous activities of making sure standards were followed and adhered to, being active in community development work and participating in senior management decision making have been replaced by staff supervision and agency liaison as main responsibilities. Both city Area Directors indicated that the shift in priority of staff supervision is the result of the changing orientation of the organization and their need to supervise that change among both established and new staff. While policy and program development increased as a priority for one Area Director, it was eliminated as a priority by another.

The activity rankings of rural Area Directors also changed over the three year period and in some respects fell more in line with those of their city counter-parts. Three years ago staff supervision, case consultation, committee work and agency liaison were combined priorities of the two Area Directors. Now staff supervision, general administration and policy/program development are the main focus of the rural Director's workload. It is the impression of the researcher that the high priority given policy/program development reflects the impact of the changing orientation of the organization. Rural Area Directors indicated that they are placing a priority on developing policies and

programs that encourage increased community participation in the provision of correctional services.

5.3.5 Working Relationship with Adult Corrections

Probation Officers were generally split when it came to describing their working relationship with the adult institutions. Just over half felt the relationship was fine as is^[64] and this was usually attributable to the individual knowing and placing all enquiries through one person in the institution. It is interesting this person was, in all cases, someone who had previously been associated with community corrections.

Only one Probation Officer was actively involved on a committee within an adult institution.

The remainder of the Probation Officers, with the exception of two specialized staff whose job descriptions restricted their activities to youth, and all the Area Directors acknowledged the need for improving working relationships between the two branches.^[65] Some were at a loss as to how this could be facilitated given the lack of co-operation they had encountered when dealing with the institutions. Others felt the

64. Appendix VI, p. 116

65. Appendix VI, p. 116

ability to develop and improve relations was hindered by the relatively few cases they had from adult institutions.

5.4.0 ORIGINS OF THE CHANGE

The majority of staff and management perceive that the organizational change that impacted the Division over the three year period was influenced or caused by factors beyond the domain of the Division. However, interestingly there is a three way split on what staff and management perceive as the major impetus for change[66].

For some the Young Offenders Act was the main impetus for change in the Division. Others believed the new Divisional agenda was the result of new senior officials being at the helm, most notably Muriel Smith as Minister for Community Services and Corrections and Dr. John Bock as Assistant Deputy Minister. Still others suggested that the change was part of a larger political agenda of the New Democratic Party, who were then in government, towards community basing. Community basing was the term used to describe the concept of community involvement and participation in the provision of services generated through community development. These individuals cited examples of the community development approach being instituted in child and family services, community services, mental health and health services as their reason

66. Appendix VI, p. 110

for this belief. Also included in this political agenda was the movement to turn over ownership of services to the native community.

To a lesser extent some staff saw fiscal restraint as a major reason for the change, while a few staff and one Area Director felt the change was based on a desire to make the corrections system better.

5.5.0 SUMMARY

To highlight the key findings of this survey:

- the majority of staff and management interviewed identified the organizational change in the Division as a movement towards a community development approach in the provision of community correctional services. That is, an integration of the service into the community as opposed to it being a parallel and separate structure.
- the organizational change is perceived to be having its greatest effect on the role and responsibilities of general Probation Officers and Area Directors. In the case of the latter, the role and responsibilities are believed to be expanding. In the case of the former, it is felt that the role and responsibilities are actually changing.
- the success of the organizational change is perceived to be in the

hands of the Area Directors. Their understanding, interpretation and ability to communicate this knowledge effectively to staff, as well as their leadership in implementing the change is considered to be the key in the Division's transformation.

- staff and management perceive that they lack an overall understanding and knowledge of the masterplan for organizational change leading to a sense of frustration and unsuredness about the direction the Division is going.

5.6.0 CONCLUSION

Belief in the stable state is strong and deep in us. We institutionalize it in every social domain. We do this in spite of our talk about change, our apparent acceptance of change and our approval of dynamism... We believe in the stability of the organizations and institutions in which we work... in the stability of our status and roles within these organizations... and in the stability of the ideology associated with them. (Donald Schon, BEYOND THE STABLE STATE, 1974)

Change effects people in a variety of ways - some look upon it as a challenge and rejuvenation of their life and/or work, while others see it as a threat to their stable state.

The outcome of this survey reflects the divergent perceptions, attitudes and feelings people have about change.

For the majority of staff and management in Community and Youth Correctional Services, the organizational change was perceived as

something that had a purvasive impact on the system from the philosophical level to the outcome level. A few perceived that the change only existed at the philosophical level...

The reorganization has been a philosophical change more than a physical change.

...while others perceived it in the opposite way - a physical rather than a philosophical change.

Our philosophy is the same as it was twenty years ago. It's how we are implementing the philosophy that has changed.

One individual felt that change had only occurred on paper.

The reorganization is a paper exercise. It basically hasn't made much of a difference on the day to day stuff. Reminded us there are different ways of doing some things.

In addition to the wide variety of perceptions held about the organizational change, there were also a wide array of personal feelings expressed about it.

Many liked the change, as indicated in these individual comments,

I enjoy working with this system more than the old one. It's more rewarding.

Probation is ten times more exciting than before. More effective programs, ways of involving staff different. Lots has happened in last three years.

With the reorganization there is enough room to do some of the things you want to do. There is room for self motivation.

...while others felt the change lacked substance and direction...

There is not much substance to the reorganization. It would take a lot to make people believe something happened.

One individual felt the whole thing was irrelevant.

Reorganization is a non-issue.

As to what should happen next, there were also a wide array of opposing viewpoints.

Some felt the Division had a long way to go to keep pace with its mandate. One individual suggested that

The organization has to change drastically to keep pace with the full intent of community development.

Others felt there had been enough change and now was the time for stability. As one individual put it,

We've refined the Division enough. We should just leave it alone and evaluate before changing again.

Another felt that that stability had already come and that the Division was already reaping the benefits of the organizational change.

The Corrections Division has stabilized. Good things are coming out of it.

People's perceptions of change are as individual and different as the individuals themselves. Likewise, people's perceptions are the reality from which they act and behave. If an organization plans to affect

change, then it is important for the organization to know how the change is perceived by staff so that any variation between perception of the staff and intention of the organization can be addressed.

The practicum demonstrated the relevance and importance of knowing people's perceptions of organizational change as cited in the literature. More specifically, the study also confirmed organizational change theories relating to the various definitions of change, the process of change and the evaluation of change.

The mission statement was generally recognized as an important tool for communicating common values and principles that guided the Division. For most, the existence of a written mission statement was a real change for an organization that never had one before. For some, the substance of the mission statement articulated a real change in direction for the organization through a strong community development focus. However, for others, the change was symbolic. It was their perception that the mission statement was merely articulating values and principles already in existence within the organization.

Staff and management's perceptions of the process of change were fairly consistent. The general feeling was that the organizational change implemented over the three year period lacked an overall game plan. Change was described as a series of events, some related, some not. One might describe the process as developmental as opposed to a

planned approach to change, a reactive rather than proactive response to change.

The practicum demonstrated the fact that many organizational changes occur without consideration of the evaluation component. Of the five variables identified for evaluation consideration, four were inappropriate due to the incomplete data available. The practicum had to be one that would generate its own data base.

This survey has attempted to capture staff and management's perceptions of change in Community and Youth Corrections Branch affected in 1984 to 1985. Using the information from this survey as a base, the Corrections Division can assess whether the people responsible for implementing the change have interpreted and acted upon it in a way that is desirable.

CHAPTER VI

PRACTICUM EVALUATION

The main objective of this practicum was to gain knowledge, experience and skill in organizational change research. Secondary to the exercise, was the desire to produce a meaningful research document capturing Manitoba Community Correction's staff and management's perception of the organizational change affected in 1984-85.

6.1.0 Personal Learning

To assess personal learning a self-examination of the utilization enhancement checklist found in Brown and Braskamp's Utilization of Evaluative Information was used. (Appendix VII) This checklist was used as the items listed were relevant to the student's personal learning agenda. The checklist guided the student during the practicum experience and, upon completion of the practicum, was used to assess what had and hadn't been done. Areas reviewed in the self-analysis included determining the evaluator's role, understanding the organizational context, planning the evaluation, the evaluation process and communication of the evaluative information.

6.1.1 Determining the Evaluator's Role

This section of the practicum evaluation refers to areas to be

assessed by the evaluator prior to committing herself to conducting the evaluation. It includes such things as the evaluator assessing their level of congruence and commitment to the project, determining what her role in the study will be and the level of skill the evaluator needs and has to do the work.

Assessing each of the elements prior to agreeing to conducting the evaluation, the evaluator determines whether there will be any factors that will contaminate the outcome of the evaluation based on the evaluator herself and/or conditions beyond her control.

In this practicum, determining the evaluator's role was an important consideration for the student. Reviewing commitment and congruence with the program assured the student's interest with the project would be maintained throughout the duration of the practicum and that no inherent conflicts would bias the student's role as evaluator. Seeking clarification of the Division's expectations of the student as evaluator provided the opportunity for the student to be encouraged to share her correctional experience in other jurisdictions. Assessing resource availability was critical in determining that a valid evaluation would have to be one that generated its own data.

Of the ten areas of concern listed on the utilization checklist (APPENDIX VII), eight were addressed by the student. Not addressed were determining appropriate share of responsibility for

utilization and making sure the consulting skills were sufficient to meet the demands and complexities of the evaluation. These elements were not considered critical by the student as the evaluation was viewed primarily as a learning experience, as opposed to a product that required action. Likewise, since the point of the practicum was to develop research skills, the student did not consider it relevant to assess whether her consulting skills were sufficient to meet the demands and complexities of the evaluation. Certainly a project was selected which the student felt was within her realm of capability.

6.1.2 Understanding the Organizational Context

Understanding the organizational context refers to understanding the organization as a system and how the components of the system interact. Areas needing to be addressed are similar to the areas that need to be reviewed during the evaluability study.

Understanding the organizational context was key since the purpose of the practicum was studying staff and management's perceptions of organizational change. To do this the student required a sound grasp of the organizational structure, key personnel, information sources and the decision-making process. Tracing the path and impact of previous evaluations in the Division was also an important consideration. Although this practicum was not directly related to the Canadian Centre for Justice Consultation conducted two years previous, staff and

management's perceptions of the Consultation report and its impact alerted the student to potential scepticism and suspicion of her study and the need to be sensitive to these attitudes/feelings during the course of the practicum.

While all elements listed on the checklist (Appendix VII) were addressed, the level of understanding of the organizational context was reduced by the student's location during the practicum in a separate building from Community and Youth Corrections Directorate. This affected the student's ability to observe the 'informal' decision-making process and communication structures. It also affected her ability to know when decisions were made. Determining which decisions and policies would be made as a result of the evaluation was not considered relevant by the student, again because the evaluation was considered primarily as a learning experience. As well, the information being gathered through the survey was intended primarily for information as opposed to evaluation.

6.1.3 Planning the Evaluation

Planning the evaluation includes considerations such as making sure there is a clear understanding of all aspects of the evaluation process, designing a technically creditable evaluation, determining sources of resistance to findings, and determining political implications of findings.

All of the elements listed under the evaluation planning checklist were considered, but not necessarily addressed, during the evaluability study component of the practicum.

The sensitive and political nature of the organizational change motivated the student to approach a study of the topic in a non-contraversial way. Accordingly, a study that collected survey information as opposed to evaluative information on program effectiveness or efficiency was proposed.

This part of the practicum experience was the most difficult and time consuming for the student for a couple of reasons. First, the student worked independently on the research and her relative inexperience in the field of conducting research made it sometimes difficult and frustrating to know what to do in the planning and development of the research instrument. Because the student was interested in learning about the division she found she allowed herself to get off track and explore different tangents. Working under the guidance of a researcher would have helped to keep the practicum experience focused.

Secondly, because the research question was of the student's own making, she did not feel comfortable suggesting or questioning the Correction's Division on how they planned on responding to the results of the survey.

However, these disadvantages were also advantages to the student's learning experience. The extra time taken to get to know the Division and plan and develop the research design added depth to the students knowledge and enriched learning as a whole. There was experience gained in the making as well as the implementing of the research.

6.1.4 Conducting the Evaluation

To assess learning in the area of the conducting of evaluations, the student considered how well everyone understood the purpose of the evaluation; the involvement of key personnel in issues identification, evaluation strategies, instrumentation and data sources and data collection techniques.

Throughout the practicum the student received a high level of co-operation from staff and management. The evaluation proposal was based on the findings of the evaluability study and the interview schedule was discussed with key personnel for feedback. During the evaluability study key personnel in each of the topic areas, ie. Volunteer Co-ordinators, Accounting, were approached for their input into potential methodology for studying their areas of expertise. Their involvement helped the student in determining that insufficient data existed for measuring the variables identified for research.

During the evaluation itself, there was some initial concern and

suspicion towards the student and the evaluation topic. However, once that was overcome (usually a few questions into the interviewing process) people expressed appreciation in having an opportunity to express their thoughts about the organizational change. Although how the change was implemented was not a part of the interview schedule, people seemed interested in discussing it. Aware of the sensitivity of this and having consciously chosen not to look at this aspect, the student did not record the findings in this area but listened to what people had to say. As Scott suggests[67] listening is one way the interviewer compensates the participant for their time and information.

In retrospect, the interview schedule, as a data collecting instrument, was overly structured in design. The same information and insight into staff and management's perception of organizational change could have as easily been collected and analysed using fewer and less structured questions. At times the structure of the research design seemed to impede the more natural discussion on the topic of organizational change.

6.1.5 Communicating the Evaluative Information

Communicating the evaluative information was the weakest component of the practicum experience.

67. Scott, T., "Approaching the Interview, p.568

Considerations in this area include such things as making periodic informal reports or presentations, involving program staff in interpreting the findings and/or reviewing rough drafts, making written and oral presentations understandable, comprehensive and relevant to key issues and decisions, and timeliness of evaluative information sharing.

The weakness of the practicum in this area was due to a long delay in compilation and analysis of data. Caused by personal circumstances, the delay meant that when the information was documented in a presentable fashion, it was too late to be meaningful to the stakeholders of the organization. Although written presentation of findings was not shared with senior management until two years following the interviews, individual results were shared verbally when it was relevant to the discussion.

The informative nature of the study did not lend itself to staff or management being involved in data interpretation.

Once a written document of findings was compiled, the information was freely shared with those managers and staff interested. However, the long delay in information availability meant that verbal presentations of the findings were not conducted.

Overall, the student's rating of learning, using the 'utilization enhancement checklist' as a guide, was high suggesting that the desired

learning occurred. Although not all elements of the checklist were carried out, because they were considered irrelevant to the practicum or inappropriately ignored, reviewing the checklist in a methodical way and assessing why or why not certain things were done has contributed to the learning experience.

6.2.0 Research Usefulness

The potential usefulness of the practicum research was lessened by the delay in preparing a documented presentation of findings. However, because employment was with the Corrections Division, initially in the Adult Corrections Branch and more recently with Community and Youth Corrections, the information acquired through both the practicum experience and the findings of the study was beneficial. Specifically, the theoretical knowledge and awareness of how management and staff viewed mission statements enabled the writer to author and co-author mission statement's for the Milner Ridge Correctional Centre and Manitoba Corrections Division respectively.

As Assistant Director for Community and Youth Corrections, the insight and information gained through the practicum provides an appreciation of how staff and management perceived the organizational change, how they acted upon their perceptions and a sense of what needs to be clarified and further developed to achieve the objectives of the change. This includes further interpretation and clarification of the

Division and Branch mission statements including a clear definition of goals and objectives, support of the Area Directors in interpreting the mission statement to staff and an appreciation of the philosophical dilemmas faced by staff who feel their professional integrity and credibility are being compromised by competing demands and an ever increasing workload.

APPENDIX I

DEFINITIONS

Area Director	The individual responsible for managing the community corrections operations and staff of a defined region. In Manitoba regions include Central Winnipeg, North Winnipeg, East Winnipeg, South/West Winnipeg, Eastman, Interlake, Central Manitoba, Westman, Parklands, Norman, and Thompson.
Community and Youth Corrections	Is a branch of the Manitoba Corrections Division which administers provincial, community-based correctional services to youth and adult offenders, as well as all corrections institutional services for youth.
Community Mobilization	The process of assisting communities in: - disclosing or revealing its problems and resources - advancing or promoting growth by activating latent possibilities or forming and expanding its resources.
Concept	A thing conceived, a general notion.
Conceptualization	The formation, power of forming in the mind, a concept, plan, thought.
Corrections Division	At the time of the study the Corrections Division was a division of the Manitoba Community Services Department responsible for providing correctional services to youth and adult offenders under provincial jurisdiction. Since May 1988,

Corrections has been a division of the Attorney General's Department.

Interpretation	To explain the meaning of, to elucidate, unfold, show the purport of; to translate into intelligible or familiar terms.
Mission Statement	A written statement describing an organization's reason for existence. It generally provides a description of the organization's philosophy, role, structure, goals and objectives.
Operationalization	The translation of theory or concept into practice.
Organizational Change	Refers to alterations in the allocation of resources, distribution of power and the internal structure of an organization.
Perception	That mental image that comes into focus as we are made aware of the elements of our environment through physical sensation as interpreted in the light of experience. Perception combines sensory data from present stimulation and the learning gained from past experience. Perception brings together sensing and experience.
Probation Officer	A trained professional who, under the authority of the Manitoba Corrections Act and Young Offenders Act, provides a variety of services aimed at fulfilling the mandate of the Community Corrections Branch including prevention, alternatives, protection and rehabilitation.
Specialized Probation Officer	Are those Probation Officers who are designated special responsibilities including volunteers, alternative measures, custody home support and working together facilitation.
Traditional Probation Work	Refers to the traditional court-mandated duties of a Probation Officer such as assessment, court reports, court liaison and offender supervision.

APPENDIX II

MINISTERIAL LETTER TO STAFF,

JANUARY 1984



MANITOBA

MINISTER OF COMMUNITY SERVICES AND CORRECTIONS

WINNIPEG, MANITOBA
RJC 0V8

January 19, 1984

TO: ALL STAFF

As a new Minister of Community Services and Corrections, I have not yet had an opportunity to meet all of the staff of our Department. However, among the many staff I have met, I have been very impressed with the sense of dedication and the willingness of our public employees to work hard for our clients and for Manitobans in general. In this new year I intend to visit many of our Department's operating divisions and I am looking forward to meeting you at that time.

As you are probably aware, in November, Premier Howard Pawley announced a reorganization of government departments. As a result, our Department now has primary responsibility for the delivery of social services to Manitobans.

To carry out this mission more effectively and to strengthen our capacity to meet the needs of Manitobans for human services, a reorganization of the Department of Community Services and Corrections has been initiated.

The reorganization will take place in two phases: Stage 1, effective January 23, 1984; and Stage 2, July 1984. By phasing the changes, we will be able to ensure a smooth and effective transition so that our services to clients and agencies are not disrupted, and so that consultation and discussion with staff can take place.

As a result of the restructuring, there will be four divisions in our Department:

1. Child and Family Services - responsible for all child and family related support services and programs.
2. Community Social Services - responsible for services to adults who require support beyond financial assistance, and for operational administration of Field operations.

3. Administrative and Financial Services - responsible for management services as well as residential group home licensing.
4. Corrections - responsible for all adult institutional and community alternative programming.

Stage 1 is effective January 23, 1984, and will see the following divisional responsibilities:

Child and Family Services

- Child Welfare Directorate
- Juvenile Correctional Institutions
(Agassiz, The Manitoba Youth Centre)
- Child Day Care

Community Social Services

- Rehabilitation Services
- Mental Retardation Services
- Community Service Operations (Field)
- External Agencies

Administrative and Financial Services

- Office of Vital Statistics
- Residential Standards and Licencing
- Personnel Management Services
- Budgetary and Cost-Sharing Services
- Operational Support Services

Corrections

- Adult Corrections
- Probations (Juvenile and Adult)
- Community Corrections

The main thrust of the reorganization will be to move closer to a generic concept for public services. The mandating of the division of Child and Family Services, to be responsible for all services aimed at child and family support, is therefore a cornerstone of the reorganization. The resulting improved coordination between child welfare,

day care and juvenile corrections will provide more coherent child and family support. This does not, however, represent an attempt to move towards generic child workers. Probation and child welfare workers will remain separate from each other with their defined specialities. The inclusion of our children's mental retardation program offers the opportunity for further coordination. Overall, I believe the development of a more equitable, humane and community based prevention oriented approach to the problems of children and their families will result.

The Corrections Division will ultimately be responsible for adult corrections institutions and community programs. The division of adult and juvenile corrections will take place only after careful planning and consultation so that all affected staff will have an opportunity to voice their suggestions and concerns.

In July, under Stage 2, division responsibilities will be:

Child and Family Services

- Child Welfare
- Juvenile Corrections
 - Institutions
 - Probations
- Day Care
- Children's Mental Retardation
- Other child related programs

Community Social Services

- Rehabilitation Services
- Adult Mental Retardation Services
- Community Service Operations (Field)
- External Agencies

Administrative and Financial Services - unchanged

Adult Corrections

- Institutions
- Probations, Community

The reorganization accomplishes several objectives. These include balancing the workload among departmental divisions and establishing an administrative basis to develop generic programming. Further, these changes put into place a management framework which will enable us to meet the priorities set for our Department by Cabinet; namely, the strengthening of child and family services, improvement of the corrections system and the fuller integration of some of our mentally handicapped population into the community.

Along with this reorganization, I have directed senior management to develop an open management style which encourages a process of participation by all staff in the planning and development of policies, programs and services. Your management will be available to brief you more fully on the reorganization.

The coming years hold many challenges for us in the delivery of human services to the people of Manitoba. I believe that this reorganization will provide an administrative support to enable us to deliver our services more effectively.

Your efforts in providing Manitobans with these important services and your participation in their further development is greatly valued by myself and our government. I know I can count on all of you to continue your sincere and devoted service to our clients and to meet the challenges before us.

Yours sincerely,

Muriel Smith

APPENDIX III

DIVISIONAL MISSION AND MANDATE

MANITOBA CORRECTIONS

Mandate and Mission

Manitoba Corrections is an integral part of the criminal justice system; it shares the responsibility for the protection of society, the prevention of crime and the reintegration of the offender in the maintenance of law and order.

In carrying out these responsibilities, Corrections recognizes the need to cooperate and collaborate with other members of the justice system, the police and the community.

Corrections' programs and activities are directed to both the least restrictive intervention and the protection of the public. They focus on preventive measures, alternatives to formal court action, alternatives to incarceration, productive activity in custody, reparation to victims, victim/offender reconciliation, and the redirection of offenders.

In working towards the objectives the emphasis will be on effective communication, staff development, participatory management, effective use of volunteers and community participation.

APPENDIX IV

VARIABLES

VARIABLES	HOW MEASURED	DATA COLLECTION INSTRUMENT
PREVENTION	# programs implemented, before/after	archival records
	budget allocation	archival records
	# activities related to prevention	archival records
ALTERNATIVES	# programs implemented, before/after	archival records
	frequency of use before/after	archival records
	budget allocation	archival records
STAFF DEVELOP.	# of staff development opp. before/after	archival records
	# of staff participating before/after	archival records
	budget allocation	archival records
USE OF VOL. & COMMUNITY	# of volunteers/community groups used, before/after	archival records
	capacity used, before/after	archival records interviews
PERCEPTION OF CHANGE	Mgt./Staff knowledge and perception of change	'Perception of Change' questionnaire

APPENDIX V

INTERVIEW GUIDE

Before we get started there are a number of things I would like to make you aware of about this interview-

- the interview is part of the practicum I am undertaking towards completion of my Masters of Social Administration, I am doing a partial evaluation of the reorganization of the past three years; this interview is to determine the perception staff and management have of the reorganization.
- I have randomly selected all staff and management being interviewed, the information I obtain from each participant will be kept anonymous and confidential; the findings will be summarized in group statistics so that no one will learn of your individual answers.
- If at any time you do not wish to answer a question or wish to withdraw from the interview please feel free to do so;

1. Listed or ranked in order of time spent, what were your main responsibilities and activities as a Probation Officer (Area Director) three years ago?

PROBATION OFFICER

Court Reports_____

Supervision of Clients_____

Attending Court_____

Community Development (Alternative Measures, Public Education, Volunteers, Prevention)_____

Liason with other Agencies_____

General Administration_____

Other

AREA DIRECTOR

Supervision of Staff_____

Assignment of Work_____

Case Consultation_____

Administration (Budget, Staff Hiring, Evaluations, etc.)_____

Liason with Other Agencies_____

Participation in Management Team_____

Policy/Program Development_____

Community Development_____

Other

2. Listed or ranked in order of time spent, what are your main responsibilities and activities as a probation officer (area director) now?

PROBATION OFFICER

Court Reports_____

Supervision of Clients_____

Attending Court_____

Community Development (Alternative Measures, Public Education, Volunteers, Prevention, etc.)_____

Liason with other Agencies_____

General Administration_____

Other

AREA DIRECTOR

Supervision of Staff_____

Assignment of Work_____

Case Consultation_____

Administration (Budget, Staff Hiring, Evaluations, etc.)_____

Liason with other Agencies_____

Participation in Management Team_____

Policy/Program Development_____

Community Development_____

Other

3. Are you aware of any organizational change that has occurred in the Corrections Division over the past three years? If yes, what form has the change taken?

4. I am going to identify a number of different areas. I would like you to tell me whether you consider change has occurred in these areas in the Corrections Division over the past three years and what that change has been.

Divisional Mission Statement

Divisional policies

Divisional objectives/goals

Divisional programs

Divisional activities

Organizational structure

any other changes you care to comment on

5. What, in your opinion, has been the main reason for the change in the Corrections Division?

6. Are you aware of the current Corrections Division Mission Statement?

YES _____ NO _____

7. What is your interpretation of the Mission Statement?

8. Do you believe the new Mission Statement is intended to have an effect on your role and activities as a Probation Officer (Area Director)? If yes, how so?

9. In your opinion, what actual effect has the Mission Statement had on your role and activities?

10. Do you believe the Branch Mission Statement is intended to have an effect on your work unit? If yes, how so?

11. In your opinion, what things are currently happening in your work unit as a direct result of the Mission Statement?

12. How would you describe your working relationship with Adult Corrections? Is this different from three years ago?

13. Do you have any other comments to make about Corrections Division reorganization?

14. Do you have any comments or questions about this interview?

15. Length of employment with the Manitoba Corrections Division?

16. In what capacity have you been employed in the Manitoba

Corrections Division?

17. Type of Education

INTERVIEWER'S COMMENTS

1. Person Interviewed:

Probation Officer- General_____ Specialized_____

Area Director_____

2. City_____

Rural_____

3. General Observations

APPENDIX VI

RESULTS OF PERCEPTION OF CHANGE INTERVIEWS

1) "Listed or ranked in order of time spent, what were your main responsibilities and activities as a Probation Officer (Area Director) three years ago?"

2) "Listed or ranked in order of time spent, what are your main responsibilities and activities as a Probation Officer (Area Director) now?"

TABLE I

MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
FOR GENERAL PROBATION OFFICERS
N= 13

	CITY (n=6)		RURAL (n=7)	
	BEFORE	NOW	BEFORE	NOW
Court Reports	1.6 (6/6)	1.8 (6/6)	1.1 (7/7)	1.1 (7/7)
Client Supervision	1.8 (6/6)	1.3 (5/6)	1.7 (7/7)	1.8 (7/7)
General Admin.	2.6 (3/6)	3.6 (3/6)	3.6 (3/7)	4.0 (3/7)
Community Development	3.0 (2/6)	2.3 (6/6)	4.0 (3/7)	3.0 (5/7)
Court Attendance	3.3 (3/6)	N.R.	3.0 (1/7)	3.0 (2/7)
Agency Liaison	N.R.	N.R.	4.5 (4/7)	4.0 (4/7)
Travel Time	N.R.	N.R.	2.0 (1/7)	2.0 (1/7)

KEY: N.R.- No Rating

(*) - Responses totalled equal n/N.

(**)- Responses totalled may be more or less than n/N given that more than one response was accepted or no additional comments were made.

TABLE II
 MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
 FOR SPECIALIZED PROBATION OFFICERS
 N= 5

	CITY (n=2)		RURAL (n=3)	
	BEFORE	NOW	BEFORE	NOW
Client Supervision	1.0 (1/2)	2.0 (1/2)	1.0 (3/3)	1.7 (3/3)
Client Interviews	1.0 (1/2)	1.0 (1/2)	N.R.	N.R.
Agency Liaison	2.0 (2/2)	2.5 (2/2)	3.5 (2/3)	3.0 (1/3)
General Admin.	3.0 (2/2)	3.0 (1/2)	3.0 (1/3)	3.0 (1/3)
Court Reports	N.R.	1.0 (1/2)	2.0 (2/3)	1.5 (2/3)
Community Development	N.R.	N.R.	2.5 (2/3)	1.0 (2/3)

TABLE III
MEAN RANKINGS OF MAIN RESPONSIBILITIES/ACTIVITIES
FOR AREA DIRECTORS
N=4

	CITY (n=2)		RURAL (n=2)	
	BEFORE	NOW	BEFORE	NOW
Work Assignment	1.0 (2/2)	1.0 (2/2)	N.R.	N.R.
General Admin.	2.0 (1/2)	2.0 (1/2)	N.R.	N.R.
Standards	2.0 (1/2)	N.R.	N.R.	N.R.
Case Consultation	3.0 (1/2)	3.0 (1/2)	2.0 (1/2)	N.R.
Community Development	3.0 (1/2)	N.R.	N.R.	N.R.
Management Partcpt.	4.0 (1/2)	N.R.	N.R.	N.R.
Policy/Prog. Develop.	4.5 (2/2)	3.0 (1/2)	2.7 (2/2)	2.0 (2/2)
Staff Supervision	N.R.	3.5 (2/2)	1.0 (2/2)	1.0 (1/2)
Agency Liasion	N.R.	4.0 (1/2)	5.0 (1/2)	N.R.
Committees	N.R.	N.R.	3.0 (1/2)	N.R.

3) "Are you aware of any organizational change that has occurred in the Corrections Division over the past three years? If yes, what form had the change taken?"

Responses: (**)	G.P.O.	S.P.O.	A.D.
Change in people (Senior Administration)	6	3	1
Change in organizational structure (lines of reporting)	4	2	2
Amalgamation of offices in Winnipeg	4	2	2
Change in the way we interact with youth clients (less one to one contact, more use of programs)	4	2	1
'Mobilization' of the community to assist in the provision of correctional services	3	1	1
Cutback in financial resources	3	0	2
Change in Directorate management style	2	0	2
Change in title from Senior Probation Officer to Area Director	0	1	2
Corrections Division now a total continuum of correctional services	1	0	0
Correctional services emphasizing control rather than rehabilitation	1	0	0
Asking P.O. staff to be specialized	1	0	0
Division more conscious of public perception	1	0	0

4) "I am going to identify a number of different areas. I would like you to tell me whether you consider change has occurred in these areas in the Corrections Division over the past three years...

DIVISIONAL MISSION STATEMENT

G.P.O. S.P.O. A.D.

(*)	Not aware of Division having a mission statement before but knows one exists now	2	1	0
	Knew there wasn't one before and knows there is one now	2	3	4
	Answered on assumption there was one before and that a new one exists now	4	0	0
	Doesn't know whether there was a mission statement before or if it has changed	0	1	0

...and what that change has been."

(**)	Stronger emphasise on community involvement in providing service	4	2	1
	Not different from what doing before, written confirmation of what was in practise before	2	1	2
	It is visible, people are working with it, have a clearer idea of what we're doing	1	3	0
	The philosophy is the same, the emphasise, importance and implementation of the philosophy is what is different	3	0	0
	The Corrections Division has become continuum of correctional services from community-based to institutional	1	0	1
	The protection of society has become a main focus in the mission and role of the Division	1	0	0
	Reintegration of the offender has	1	0	0

become a main focus in the mission
and role of the Division

Shift from supervising clients using
traditional one-to-one interaction to
supervising using groups and programs

1 0 0

DIVISIONAL POLICIES		G.P.O.	S.P.O.	A.D.
(*)	Change in Divisional policies reflecting the change in the mission and role statement	3	2	3
	New policy thrusts identified but not in relation to change in mission and role statement	3	3	1
	No change identified	2	0	0
	Not aware enough of policies at Divisional level to comment	3	0	0
...what that change has been.				
(**)	Shift to community involvement and responsibility in providing correctional services	0	3	3
	Policies more open to innovative inturputation and implementation	2	0	0
	Policies aimed at increasing incarceration, tightening controls and sentencing practices	1	0	0
	In broadest sense there has not been change; change has come in sense of doing more with less, policies written to reflect this	0	1	0
	Policies written that confirm what is already in practice	1	0	0
	Policies developed to conform to Y.O.A. standards	0	1	0
	Policies written to develop sense of probation and institutions being part of a continuum of correctional services rather than separate, independent services	0	0	1
	Policies clearer in defining what is a probation role and what is a child welfare role	0	0	1

Policies are made in response to crisies, not part of planning	0	0	1
Policies developed allowing cutback in mandated services freeing up time for new responsibilities	0	1	0

DIVISIONAL OBJECTIVES AND GOALS		G.P.O.	S.P.O.	A.D.
(*)	Change in Divisional objectives and goals reflecting change in mission statement and policies	4	2	2
	New objectives and goals identified but not in relationship to mission statement and policies	3	1	0
	No change in Divisional objectives and goals	3	0	2
	Not aware enough of Divisional objectives and goals to comment	3	2	0
...what that change has been.				
(**)	Focused at community mobilization changing the concept of the traditional probation service	5	2	2
	Unit goals and objectives have changed to encourage development and use of community in providing services to offenders	3	0	0
	Divisional objectives and goals are stated confirmation of what was already in practise	2	0	0
	Objectives and goals haven't changed, way we are achieving them has	2	0	0
	Objective and goal to provide services to abusers	1	0	0
	More aware of objectives and goals now than before	0	1	0
	Goals are not tied to objectives, there are inconsistencies, emphasise community but when we start to put into action we're not following through	0	1	0
	Now know objectives and goals of other parts of the system (ie. institutions)	0	0	1

	Change in emphasise not change in objectives and goals	0	0	1
DIVISIONAL PROGRAMS		G.P.O.	S.P.O.	A.D.
(*)	Change in Divisional programs reflecting change in divisional mission statement, policies and objectives and goals	7	3	3
	Change in Divisional programs a direct result of Y.O.A., not due to mission statement	6	2	1
	No change in Divisional programs	0	0	0
...what that change has been.				
(**)	Development of Working Together program	10	5	3
	Increased use of volunteers	5	2	1
	Development of program for sex offenders	4	1	1
	Development of program for wife batterers	3	2	1
	Development of Open Custody program	2	0	3
	Networking with other community programs	3	0	1
	Increase of training programs for staff	3	0	0
	Elimination of some programs	2	0	1
	Development of minimum supervision program	1	0	1
	Development of group supervision	1	0	1
	Development of program for shoplifters	0	1	0
	Development of chemical abuse education group	1	0	0
	The whole program of 'probation' has changed, expanded in concept	0	0	1

DIVISIONAL ACTIVITIES		G.P.O.	S.P.O.	A.D.
(*)	Change is Divisional activities	9	5	4
	No change in Divisional activities	3	0	0
	Not aware of any changes	1	0	0
...what those changes have been				
(**)	Change in Senior administration management style, more contact and consultation with the field	2	1	2
	Interaction with probationers has changed to maximize time usage	1	3	1
	Expanded use of volunteers to get things done	2	1	1
	Greater autonomy of units	3	0	1
	Change in activities reflects move to community mobilization approach	3	0	1
	Use of contract supervision	2	0	0
	Reduced communication with Directorate	1	0	1
	Have one staff strictly working on community development programs	1	0	1
	Change in frequency and structure of Area Director meetings	0	0	2
	Now hold meetings of all management personnel in Division	0	0	1
	Less time spent in Court and with Court related duties	1	0	0
	New administration forms	0	1	0

ORGANIZATIONAL STRUCTURE		G.P.O.	S.P.O.	A.D.
(*)	Yes there has been structural change	9	4	2
	Yes there has been structural change, however, with every subsequent change the structure is reverting back to its pre-three year form	1	1	1
	No change in the organizational structure	2	0	1
	Doesn't understand the organizational structure	1	0	0
...what that change has been.				
(**)	Change in the people at the Directorate	4	3	2
	Change is minor, hasn't effected at our level	5	1	1
	Community and youth correctional services have combined with adult institutions to form one Corrections Division	2	1	2
	Change of Senior Probation Officers into Area Directors	4	1	0
	New administrative positions developed at the Directorate	2	2	0
	Combining of city offices	1	0	1
	Division has become more centralized	1	0	1
	Lines of authority have become blurred, not sure what everyone does	0	0	1
	Basic structure has not changed, distinct community component and distinct institutional component	1	0	0

5) "What, in your opinion, has been the main reason for the change in the Corrections Division?"

Responses: (**)	G.P.O.	S.P.O.	A.D.
Young Offenders Act, and other legislative change	4	2	2
Politically motivated	5	0	1
New people, new agenda	1	3	3
Fiscal Restraint	4	0	0
Desire to make system better	3	0	1

6) "Are you aware of the current Corrections Division Mission Statement?"

Responses: (*)	G.P.O.	S.P.O.	A.D.
Yes	13	5	4
No	0	0	0

7) "What is your interpretation of the Mission Statement?

Responses: (**)	G.P.O.	S.P.O.	A.D.
Community Involvement	10	4	4
Protection of Society	3	2	1
Reintegration of Offender	2	0	2
Prevention	2	1	1
Public Awareness	1	0	1
Rehabilitation	1	0	1
Makes Division a continuum of correctional services	1	0	1
Least restrictive intervention	2	0	0
Reparation	1	0	0
Mandate to supervise offenders	0	1	0
It is a management tool, but not familiar with content	1	1	0
Broad and general to the extent of being ineffective	0	0	1

8) "Do you believe the new Mission Statement is intended to have an effect on your role and activities as a Probation Officer (Area Director)?"

Responses: (*)	G.P.O.	S.P.O.	A.D.
Yes	13	2	5
No	0	2	0
No response	0	1	0

"If yes, how so?" (**)

To make role of P.O./A.D. one that includes community development by involving community in provision of correctional services	9	2	3
Changes role of the P.O. from treatment caseworker to networker/innovator/generalist	10	1	0
Requires P.O. to look at client through a community eye	2	1	0
Expands rather than changes role of A.D. to accommodate changes at the field level	0	0	3

9) "In your opinion, what actual effect has the Divisional Mission Statement had on your role and activities?"

Responses: (*)	G.P.O.	S.P.O.	A.D.
Some Effect	10	2	3
No Effect	3	2	1
No response	0	1	0

Comments: (**)

Mobilizing community resources	10	2	0
Have always been a community networker, therefore, no effect on role and activities	3	0	0
More public education work	3	0	0
More paperwork	2	0	1
Developing 'team' approach to client supervision to make service more effective and efficient	1	0	1
Failing to properly fulfill obligations to the court	1	0	0
Less time spent on individual caseloads	1	0	0
Focus is on control of the offender as 'protection of society' has become major concern	1	0	0
Job has become overwhelming in expectations	0	0	1

10) "Do you believe the Division Mission Statement is intended to have an effect on your work unit?"

Responses: (*)	G.P.O.	S.P.O.	A.D.
Intended to have an effect	12	4	4
Not intended to have an effect	1	0	0
No response	0	1	0

"If yes, how so?" (**)

Requires unit to be more community focused and involved in provision of service	11	2	3
Intends to be a very general statement which each unit can define allowing sense of unit autonomy and personality - "provides climate for thinking of new approaches and priorities."	1	1	2
Intended to develop the units as a team as opposed to a caseworker service	1	0	0
Mission Statement arises from things being done before and will change as reality changes, ie. it is reactive not proactive	1	0	0

11) "In your opinion, what things are currently happening in your work unit as a direct result of the Mission Statement?"

Responses:	G.P.O.	S.P.O.	A.D.
Some effect	11	1	3
No effect	2	3	1
No response	0	1	0

Comments: (**)

Increased unit level development and use of community resources such as alternative measures to incarceration, special needs programs, use of volunteers	6	1	3
No effect as community participation already high	2	1	0
Hired new staff to help meet community development objectives	3	0	0
Change is occurring due to other things, ie. Y.O.A., personal initiative, not as a result of Mission Statement	2	0	1
Staff responding individually, not as a unit	1	1	0

12) "How would you describe your working relationship with Adult Corrections (adult institutions)?

Responses: (*)	G.P.O.	S.P.O.	A.D.
Fine as is	7	2	0
Needs improving	5	1	4
No need to have relationship	0	2	0

"Is this different from three years ago?" (*)

Same	11	3	3
Better	2	0	1
Worse	0	0	0

14) "Do you have any comments or questions about this interview?"

None

15) "Length of employment with the Manitoba Corrections Division?"

Responses: (*)	G.P.O.	S.P.O.	A.D.
3 to 5 years	2	1	0
5 to 9 years	1	1	0
10 to 14 years	8	3	1
More than 15 years	1	0	3

16) "In what capacity have you been employed in the Manitoba Corrections Division?"

Responses: (**)	G.P.O.	S.P.O.	A.D.
General Probation Officer	10	2	4
Specialized P.O.	0	5	0
Area Director	0	0	4
Adult Institutions	0	0	0
Juvenile Institutions	1	2	0
Correctional Experience outside Manitoba Corrections	2	1	0

APPENDIX VII

UTILIZATION ENHANCEMENT CHECKLIST[1]

Directions: There are fifty items listed below which focus on self-analysis, understanding the organizational context, planning and evaluation, the evaluation process, and communication. You may wish to rephrase some of the items to fit your particular situation or to add items. The checklist can serve as a guideline as you conduct an evaluation or as a self-examination after you complete an evaluation. To serve these multiple purposes, all items are written in the present tense.

A. Determining the Evaluator's Role

1. Assess level of personal congruence with the program's general goals and consider withdrawing if the incongruity may result in unnecessary conflicts.
2. Determine extent of personal commitment to the importance of conducting an evaluation of this program.
3. Analyze degree to which personal values and opinions about the program are publically advocated by the evaluator.
4. Determine appropriate share of the responsibility for utilization.
5. Specify activities related to an educational role as well as a data-gathering, information-providing role.
6. Make sure that consulting skills are sufficient to meet the demands and complexities of the evaluation for the program.
7. Ensure that sufficient technical skills, time resources, and personnel are available to conduct a utilization-focused evaluation.
8. Establish congruence between personal role perception (data-gatherer, consultant, expert, recommender, change agent) and audience expectations.

1. from Brown, R. and Braskamp, L. Summary: Common themes and a checklist. In L. Braskamp and R. Brown, Editors, UTILIZATION OF EVALUATIVE INFORMATION, San Francisco: Jossey-Bass, 1980.

9. Determine willingness to spend time with program staff in activities that are not directly related to the evaluation (for instance, informal lunches).

10. Establish a sense of credibility and trust with the program director, staff and other audiences.

B. Understanding the Organizational Context

1. Obtain and study the organizational chart.

2. Identify the names of key people within and outside the organization.

3. Identify the decision makers and potential users of evaluation information within and outside the organization.

4. Understand the policy-making process of the organization.

5. Determine which decisions and policies are made as a result of the evaluation.

6. Know when decisions are made.

7. Determine which staff and other users should be consulted as the evaluation is planned and conducted.

8. Determine whether the sponsor of the evaluation is committed to the evaluation activity and uses evaluative information.

9. Determine the information sources and channels within the organization.

10. Trace the path and impact of previous evaluations in the same setting and determine how this affects this evaluation.

C. Planning the Evaluation

1. Make sure there is clear understanding of the evaluation role (that is, formative or summative).

2. Set up specific sessions in which the evaluation plan and its implementations are discussed with key persons.

3. Assess the implications of decisions based on the evaluation that affect personnel.

4. Assess the political implications of various evaluation findings.

5. Determine the likely sources of resistance to positive evaluation results.
6. Determine the likely sources of resistance to negative evaluation results.
7. Determine the freedom to provide evaluative information to various audiences.
8. Determine strategies for dealing with potential conflict and tension between program director/staff and evaluator.
9. Design an evaluation plan that will have technical credibility and provide needed information.
10. Establish a mutual problem-solving approach with the program personnel and decision makers.

D. Conducting the Evaluation

1. Make sure that everyone understands the purpose of the evaluation.
2. Involve key personnel in determining the purposes, issues, and general evaluation strategies.
3. Involve representatives of potentially affected groups in making decisions about instrumentation and data sources.
4. Be accessible to program staff during the evaluation to learn of and share perspectives from which each is interpreting the information.
5. Collect data from multiple sources.
6. Make sure the data collection instruments and procedures are understandable and relevant.
7. Have informal as well as formal meetings with key persons.
8. Maintain a mutual problem-solving relationship with staff and administrators throughout the evaluation.
9. Collect information needed, but only that.
10. Adapt the evaluation plan to meet changing information needs.

E. Communicating the Evaluative Information

1. Make periodic informal reports or presentations.
2. Ask program staff, especially those most affected, to assist in interpreting the findings.
3. Communicate major findings when available and considered appropriate; do not wait for the formal report deadlines.
4. Share rough drafts or preliminary thoughts with key persons before making a final presentation.
5. Write different reports for different audiences.
6. Make presentations understandable and easy to follow.
7. Link presentations to key issues and decisions.
8. Make sure that all audiences receive the evaluative information in sufficient time prior to key decision-making events.
9. Keep written reports brief.
10. Use several media (slides, charts) when making formal presentations.

Score interpretation. Here are some rough guidelines for interpreting the results of your analysis. Allow two points for each question answered positively.

25 or less	Don't expect much to happen as a result of your efforts. Most likely your information will be ignored or gather dust on a shelf somewhere.
26 to 50	You may be called back later to do another evaluation, but don't count on it. Perhaps you might get a publication from your efforts, but the world won't change.
51 to 75	Somebody may actually do something different as a result of the evaluation, especially if it reinforces what they were already thinking.
76 to 100	Be careful! You may be so effective that someone may have you earmarked to be an administrator, even though you have no desire to be one.

BIBLIOGRAPHY

- Ackerman, Linda, "Analysing the Impact of Change", unpublished article, Virginia, U.S.A., 1983.
- "Change Process Guideline", unpublished article, Virginia, U.S.A., 1983.
- "Evaluating Your Change Process", unpublished article, Virginia, U.S.A., 1983.
- Ackoff, Russell L., CREATING THE CORPORATE FUTURE, John Wiley & Sons, New York, 1981.
- Atherton, Charles R. and David L. Klemmack, RESEARCH METHODS IN SOCIAL WORK, D. C. Heath and Company, Toronto, 1982.
- Babbie, Earl R., THE PRACTICE OF SOCIAL RESEARCH, Wadsworth Publishing Company, Inc., Belmont, California, 1975.
- Barnes, Louis, "Organizational Change and Field Experiment Methods", in ORGANIZATIONAL DESIGN AND RESEARCH: PART TWO, edited by James Thompson and Victor Vroom, University of Pittsburgh Press, United States, 1971.
- Barton, Allen H. and Bo Anderson, "Change in an Organizational System: Formalization of a Qualitative Study", in a SOCIOLOGICAL READER ON COMPLEX ORGANIZATIONS, edited by Amitai Etzioni, Holt, Rinehart and Winston, Inc., New York, 1961.
- Black, Alfred and Rick Beattie, CONSULTATION ON THE ADMINISTRATIVE ORGANIZATION OF MANITOBA PROBATION SERVICES, Canadian Centre for Justice Statistics, Ottawa, 1984.
- Brown, R., and Braskamp, L., "Summary: Common Themes and a Checklist", in UTILIZATION OF EVALUATIVE INFORMATION, edited by L. Braskamp and R. Brown, Jossey-Bass, San Francisco, 1980.
- Brundage, Donald and Dorothy MacKeracher, ADULT LEARNING PRINCIPLES AND THEIR APPLICATION TO PROGRAM PLANNING, Ministry of Education, Toronto, 1980.

- Coffey, Alan R., CORRECTIONAL ADMINISTRATION: THE MANAGEMENT OF PROBATION, INSTITUTIONS AND PAROLE, Prentice-Hall, New Jersey, 1975.
- Coflin, Jim, "The Federal Government's Role in Implementing the Young Offenders Act", in JUSTICE AND THE YOUNG OFFENDER IN CANADA, edited by Joe Hudson, Joseph Hornick, and Barbara Burrows, Wall and Thompson, Toronto, 1988.
- Cook, Thomas J. and Frank P. Scioli, Jr., "Impact Analysis in Public Policy Research", in PUBLIC POLICY EVALUATION, edited by Kenneth M. Dolbeare, Sage Publications, Beverly Hills, 1975.
- Department of Health and Social Development, ANNUAL REPORT, 1970
- Department of Health and Social Development, THE RISE OF THE SPARROW: A PAPER ON CORRECTIONS IN MANITOBA, Government of Manitoba, July 1972.
- Department of Health and Social Services, ANNUAL REPORT, 1968-1969.
- Department of Social Services, A CORRECTIONS PROPOSAL FOR SASKATCHEWAN, Government of Saskatchewan, 1975.
- Drucker, Peter, HARVARD BUSINESS REVIEW, September/October 1988.
- Ekstedt, John W. and Curt Griffiths, CORRECTIONS IN CANADA: POLICY AND PRACTICE, Butterworths, Toronto, 1984.
- Finsterbusch, Kurt, Lynn G. Llewellyn and C.P. Wolf, SOCIAL IMPACT ASSESSMENT METHODS.
- Gardiner, John A., "Problems in the Use of Evaluation in Law Enforcement and Criminal Justice", in PUBLIC POLICY EVALUATION, edited by Kenneth M. Dolbeare, Sage Pub., Beverly Hills, 1975.
- Gordon, Raymond L., INTERVIEWING: STRATEGY, TECHNIQUES, AND TACTICS, Dorsey Press, Homewood, Illinois, 1980.
- Gray, Virginia, "The Use of Time-Series Analysis in the Study Public Policy", in POLICY STUDIES JOURNAL, 2 (Winter).
- Huse, Edgar, ORGANIZATION DEVELOPMENT AND CHANGE, West Publishing Co., St. Paul, U.S.A., 1975.

Hasenfeld, Yeheskel, HUMAN SERVICE ORGANIZATIONS, Prentice-Hall, New Jersey, 1983.

----- "Implementation of Change in Human Service Organizations: A Political Economy Perspective", SOCIAL SCIENCE REVIEW, 54(1980).

Isaac, Stephen and William Michael, HANDBOOK IN RESEARCH AND EVALUATION, Edits Publishers, California, 1984.

King, A.S., "Expectation Effects in Organizational Change", in ADMINISTRATIVE SCIENCE QUARTERLY, 19(2).

Leavitt, Harold J., "Applied Organizational Change in Industry: Structural, Technological and Humanistic Approaches", in THE HANDBOOK OF ORGANIZATIONS, edited by James G. March Raad McNalll and Company, Chicago, 1965.

Lippitt, Gordon L., VISUALIZING CHANGE: MODEL BUILDING AND THE CHANGE PROCESS, University Associates, Inc., California, U.S.A., 1973.

----- ORGANIZATION RENEWAL: A HOLISTIC APPROACH TO ORGANIZATION DEVELOPMENT, Prentice-Hall Inc., New Jersey, 1982.

Lippitt, Gordon, Petter Langseth and Jack Mossop, IMPLEMENTING ORGANIZATIONAL CHANGE, Jossey-Bass, San Francisco, 1986.

Manitoba Community Services Community and Youth Corrections, ANNUAL REPORT, 1985.

Manitoba Government, ESTIMATES OF CURRENT EXPENDITURES AND REVENUE OF THE PROVINCE OF MANITOBA, 1966-1986.

Manitoba Government, MANITOBA COMMUNITY SERVICES, CORRECTIONS DIVISION, 1987/88 PLANNING CYCLE.

Manitoba Government, THE MANITOBA CORRECTIONS ACT, 1966.

Manitoba Government, REPORT ON THE HEADINGLY CORRECTIONAL INSTITUTION, September 1983.

McCleery, Richard H., "Policy Change in Prison Management", in A SOCIOLOGICAL READER ON COMPLEX ORGANIZATIONS, edited by Amitai Etzioni, Holt, Rinehart and Winston, Inc., New York, 1961.

Merton, Robert K. and Patricia L. Kendal, "The Focused Interview",

- in AMERICAN JOURNAL OF SOCIOLOGY, Vol. 51, 1945-46.
- Musicus, M., "Reappraising Reorganization", in PUBLIC
ADMINISTRATION REVIEW, 24(2), 1964.
- Nachmias, David and Chava Nachmias, RESEARCH METHODS IN SOCIAL
SCIENCES, St. Martin's Press, New York, 1981.
- Peters, Tom, THRIVING ON CHAOS, 1988.
- Price, James L., "Design of Proof in Organizational Research",
in ADMINISTRATIVE SCIENCE QUARTERLY, Vol. 13, 1968.
- HANDBOOK OF ORGANIZATIONAL MEASURES, D.C. Heath
and Co., Massachusetts, 1972.
- Rossi, Peter and Howard Freeman, EVALUATION: A SYSTEMATIC
APPROACH, Sage Publications, Beverly Hills, 1982.
- Schon, Donald, BEYOND THE STABLE STATE, George J. McLeod,
Toronto, 1974.
- Scott, W. Richard, "Field Methods in the Study of Organizations",
in A SOCIOLOGICAL READER ON COMPLEX ORGANIZATIONS, edited
by Amitai Etzioni, Holt, Rinehart and Winston, Inc.,
New York, 1961.
- Tripodi, Tony, EVALUATIVE RESEARCH FOR SOCIAL WORKERS, Prentice
Hall, New Jersey, 1983.
- Webb, E.J., UNOBTRUSIVE MEASURES, Rand McNally, Chicago, 1966.
- Weiss, C.H., "Interviewing in Evaluation Research", in HANDBOOK
OF EVALUATION, VOL. 1, edited by E.L. Struening and
M. Guttentag, Sage Pub., Beverly Hills, 1975.
- Wilson, L. A., "A Review of Statistical Techniques Appropriate
for the Analysis of Time-Series Quasi-Experiments",
POLICY STUDIES JOURNAL, 2 (Winter).