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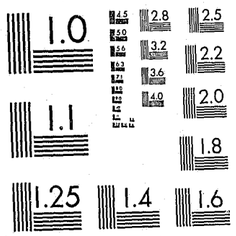

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Federal Probation

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MARCH 1980

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All phases of preventive and correctional activities in delinquency and crime come within the fields of interest of FEDERAL PROBATION. The Quarterly wishes to share with its readers all constructively worthwhile points of view and welcomes the contributions of those engaged in the study of juvenile and adult offenders. Federal, state, and local organizations, institutions, and agencies—both public and private—are invited to submit any significant experience and findings related to the prevention and control of delinquency and crime.

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Federal Probation

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VOLUME XXXXIV MARCH 1980 NUMBER 1

This Issue in Brief

An Organization Development Experience in Probation: "Old Dogs" Can Learn New Tricks!—The Maricopa County Adult Probation Department, Phoenix, Arizona, contracted with Training Associates to provide management and organization development training from March 1978 through February 1979. This article by Gary Graham and Herbert R. Sigurdson discusses problems within the organization which initiated this venture; OD theory is summarized; baseline data is presented; and the OD method used in the project is elaborated upon. Followup change-oriented data is presented at 7- and 12-month intervals.

Dealing With the Violent Criminal: What To Do and Say.—Criminal justice workers are often asked to give advice about how to handle an assault or a mugging attempt by a criminal. William B. Howard argues that the most immediately effective strategy is psychological resistance, and that presenting oneself in a non-critical, nonthreatening fashion will greatly reduce the likelihood of violence.

General Overview of Capital Punishment as a Legal Sanction.—In spite of United Nations efforts, capital punishment as an official or unofficial penalty deliberately imposed is becoming more frequent in far too many countries, asserts Professor Manuel López-Rey. There are two main forms of it: judicial death penalty which may be imposed by a subservient judiciary and non-judicial death penalty which may be decided and executed by military, police, and ideological services and organizations. The author concludes that at the end of the 20th century crime and penal sanctions are more and more determined by political regimes.

The Ex-Offender and the "Monster" Myth.—A number of authorities have asserted that prisons invariably have a deleterious effect on all who are incarcerated. Using data collected as part of an extensive ongoing study of 1,345 consecutive admissions to the Federal Correctional Institution in Tallahassee, Florida, this study examined this assertion empirically through inmate interviews, comparison of personality tests administered on entering and leaving prison, and post-release recidivism data. Authors Edwin I. Megargee and Barbara Cadow conclude that the popular impression that *all* inmates emerge from *all* prisons significantly more disturbed,

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bitter and inclined toward criminal behavior is false.

The Criminal Personality or Lombroso Revisited.—This article contends that a relatively recent book, *The Criminal Personality,* is not genuine research, but merely the unsupported views of a psychiatrist (who died several years ago) and a clinical psychologist. O.J. Keller attacks the basic concept of this work, calls attention to numerous contradictions, and criticizes the research as failing to meet the most elementary standards.

The Salient Factor Score: A Nontechnical Overview.—The "Salient Factor Score," a predictive device used by the U.S. Parole Commission as an aid in assessing a parole applicant's likelihood of recidivism, is described by Commission researchers, Peter B. Hoffman and Sheldon Adelberg. The relationship found between the predictive score and favorable/unfavorable outcome is shown for two large random samples of released Federal prisoners, totaling 4,646 cases. Use of the "Salient Factor Score" as part of the system of decision guidelines established by the Parole Commission and the relationship of the guideline system to the exercise of discretion in decisionmaking are then discussed.

Health and High Density Confinement in Jails and Prisons.—High density confinement in correctional institutions has been the focus of much attention during the past decade, according to Bailus Walker, Jr., and Theodore J. Gordon. This concern has prompted several agencies and organizations to revise old standards or develop new criteria for minimizing the noxious influence of high-density confinement on jail and prison inmates. The application of these criteria and standards has raised at least one fundamental question: Upon what bases are the standards established? Although there are many possible bases for the establishment of population-density criteria, the extrapolation of available data generated by epidemiological evaluations and medical observations suggests rational bases for controlling population density in jails and prisons.

The Private Sector in Corrections: Contracting Probation Services from Community Organizations.—After examination of current practices regarding delivery of correctional services, via purchase-of-services contracts with private sector agencies, an attempt was made to assess one of the Nation's largest private probation programs—Florida's Salvation Army Misdemeanor Probation Program (SAMP). Following analysis of SAMP's fee-financing, structure and clientele, a preliminary assessment of the program's revocation rate (6.3 percent) and cost-effectiveness was undertaken. Author Charles A. Lindquist states that while further evaluation is needed, it was tentatively concluded that several aspects of the program were effective.

Social Work and Criminal Justice: New Dimensions in Practice.—One to one counseling of offenders has been devalued partly on the basis of effectiveness studies and partly on the basis of counseling methods which assumed that the primary goal of treatment was the modification of the offender's personality. This article by Gloria Cunningham questions both the effectiveness of effectiveness studies and the need to define "treatment" in such narrow terms. The role of the probation officer is re-examined in the light of evolving views of social work intervention which validate the importance of the broader range of helping services typical of probation supervision.

All the articles appearing in this magazine are regarded as appropriate expressions of ideas worthy of thought but their publication is not to be taken as an endorsement by the editors or the federal probation office of the views set forth. The editors may or may not agree with the articles appearing in the magazine, but believe them in any case to be deserving of consideration.

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An Organization Development Experience in Probation: "Old Dogs" Can Learn New Tricks!

BY GARY GRAHAM AND HERBERT R. SIGURDSON*

I. Introduction

STUDENTS of business and public administration have developed and field tested intervention procedures for helping dysfunctional organizations assess the sources of their problems and take corrective action. The approach used is generally referred to as organization development (OD) and is based on the findings of behavioral research conducted by psychologists, sociologists, and other social scientists.[1] The methods used are by no means new, yet they are rarely applied to organizations which increasingly seem to suffer from a general malaise of apathy and indifference with respect to productivity and goal achievement.[2] It is from this perspective that we find it novel to be writing and sharing with other professional colleagues the OD odyssey of the Maricopa County Adult Probation Department, Phoenix, Arizona.

The Maricopa County Adult Probation Department initiated an OD project in the spring of 1978. A number of forces joined to create a ready environment for this OD experience. Many individuals are responsible for the progress that has been achieved. However, it is important to point out that none of this would have been possible without the support of the Superior Court of Arizona in and for Maricopa County and the dedicated commitment of the chief probation officer and his management staff. Problems were identified, needs assessed, and recommendations incorporated to increase the efficiency of the organization.

Because we live in such a turbulent and rapidly changing society we never quite seem able to keep up with the future. But in a proactive, growth oriented organization there is comfort in knowing that the end is always just around the corner. Thus, the process is ongoing and the means of anticipating and planning for the future are an enlightening example of what can occur in a complex and growing organization that is willing to say, "I think I can." The Maricopa County Adult Probation Department not only thought it could, but committed itself to an organization development process designed to mobilize resources in the pursuit of commonly shared goals and objectives.

This article will report on the historical antecedents that initiated the call for action under section II, "Problem of Identity." Section III, "A Time for Change," will discuss the process of analyzing problems and issues and developing a commitment to engage in this OD project. The OD process used in the Maricopa County Adult Probation project is summarized in section IV, "Launching the OD Strategy." Implementation responses are reported on under V, "Pieces of the Puzzle," and the present status and future plans are discussed under the heading VI, "Today . . . Tomorrow."

II. Problem of Identity

Organizational History

In 1971 the Superior Court of Arizona in and for Maricopa County, Phoenix, Arizona, created an Adult Probation Department in an attempt to unify the delivery of probation services to the courts and the community. Prior to this, each criminal bench judge of the Superior Court had an individual probation officer, which led to a wide diversity in the types of probation services offered. Shortly after the creation of the Adult

* Gary Graham is the director of the Investigation Division, Maricopa County Adult Probation Department, Phoenix, Arizona. As a member of the administrative team he was instrumental in the planning and operation of this project. Chief Probation Officer Henry Duffie provided leadership for the project. Herbert R. Sigurdson is the president of Training Associates, Inc., P.O. Box 4237, Boulder, Colorado 80306. Training Associates received the contract from Maricopa County Adult Probation Department to provide organization development training consultation and technical assistance throughout the life of the project. Mr. Sigurdson was ably assisted by Dr. Frank Dell'Apa, director, Corrections Program, Western Interstate Commission for Higher Education.

[1] Berkeley Rice, "Mid-Life Encounters: The Menninger Seminars for Businessmen," *Psychology Today,* April 1979, Vol. 12, No. 11, pp. 67-74.

[2] Herbert Kaufman, *The Limits of Organizational Change,* University of Alabama Press, 1972.

Probation Department, a chief adult probation officer was appointed and assigned the task of unifying and centralizing probation services within the county. The chief and the staff he inherited set about to create an organizational structure that would provide for effective administration of probation services to the Criminal Courts and the residents of Maricopa County.

At the time of its inception the unified Adult Probation Department consisted of approximately 35 persons, a size that allowed a high degree of interaction and collaboration. As the size of the organization increased, however, so did the complexity and diversity of not only persons involved, but also programs and philosophies. In response to the growth and diversity experienced, the management approach began to evolve and change. By 1977 the department had grown to approximately 120 staff, providing a wide range of programs and services to the courts and the community. Moreover, during the period from its inception in 1971 until 1977, the courts had become much less involved in the daily operation of the Adult Probation Department, and because of judicial rotation on the Criminal Bench of the Court, little ongoing interaction and interpersonal relationships existed with the judges. During 1977, however, the courts indicated a concern regarding the Adult Probation Department, how it was being managed, and directions that were being planned.

Concerns of the Court

Inherent in the centralization of probation services was a change in the relationship between individual judges and the probation officers. Both by design and by circumstance the probation officers became independent of the court and the relationship became much less personal. The nature of communication between the courts and the probation department was further limited by facility locations which physically separated probation from the courts. Consequently the 10 judges serving on the Criminal Bench were privy only to selected information or insight as to how the department was managed and the philosophies and policies of the department. Concerned as to what was going on, both in terms of management of the organization as well as in response to rumors of mismanagement and staff dissension, the Criminal Division judges selected a subcommittee on probation services to determine how the organization was functioning and whether any changes should be made.

The Judicial Subcommittee on Probation Services engaged two consultants to perform an assessment of the Maricopa County Adult Probation Department regarding (1) employee morale and (2) organizational processes functioning in the department. The management study included extensive interviews with present and past employees and used structured questionnaires to determine attitudes of employees relative to the organization. In addition, procedures were investigated as were the philosophical positions of management and administrative personnel within the department. The management study culminated in a comprehensive report on the Adult Probation Department, including its strengths and weaknesses as well as recommendations for change. In essence the report indicated that while the majority of staff were not disenchanted, there were personnel and procedural problems inherent in the organization. Perhaps most important, there was a feeling among staff of a lack of openness and participation in issues concerning the performance of their tasks. A report prepared by one of the consultants contained a number of recommendations to the court relative to increasing the efficiency of the Adult Probation Department and its ability to serve the needs of the court.

The report was reviewed by the Judicial Subcommittee on Probation Services and a number of recommendations were acted upon. These included a mandate that the administration conduct a comprehensive review of policies and procedures involving all levels of staff. Thus staff would become more actively involved in organizational procedures of importance to them. Perhaps the most relevant recommendation presented was that the department engage in an organization development project to facilitate the growth of the young management staff and move the organization toward a participative management approach in terms of planning, problem identification, problem solving, and decisionmaking.

A Basis for Change

The management study attributed the lack of communications and participation in the formulation of policies and procedures to individuals who occupied important roles in the management structure. These findings, particularly in the hands of the Judicial Subcommittee on Probation Services, served as a powerful influence for organizational change. Larry Greiner has articulated patterns of organization change which appear consistent with change processes which took place in the Maricopa County Adult Probation Department. Greiner states that external pressure is an essential motivating force in arousing management to initiate needed change. He further asserts that "until the ground under the top managers begins to shift, it seems unlikely that they will be sufficiently aroused to see the need for change, both in themselves and in the rest of the organization."[3] The Judicial Subcommittee on Probation Services directed the chief probation officer to initiate changes in the management of the department consistent with the findings of the management study. They provided the pressure which aroused management to take action.

III. A Time for Change

Reorientation and Intervention

This subtitle is the second step in Greiner's patterns of organizational change. According to Greiner, in Step 2 the management system would bring in outside consultants to evaluate allegations that were being inferred. In the Maricopa County Adult Probation Department experience Steps 1 and 2 were merged. In essence the management study caused the management structure to evaluate the possibility that the problem was internal to the organization rather than "that lousy union" or that "meddling Judicial Subcommittee on Probation Services" or some other extraneous force. It is a natural reaction to project the cause of the problem outside of the management structure. This tendency was mitigated by empirical findings of the management study. Soul-searching was indicated by the management study; soul-searching was mandated by the Judicial Subcommittee on Probation Services and soul-searching was initiated by the chief probation officer in this organizational change process.

Soul-searching is a euphemism for "diagnosis of problems." The diagnosis included a search for information from line staff, middle management staff, and top administrative staff. The process is not only analytical but more importantly it communicates to all members of the organization that "(a) top management is willing to change, (b) important problems are being acknowledged and faced, and (c) ideas from lower levels are being valued by upper levels."[4]

Once problems are recognized, it is another matter to develop effective solutions and obtain full commitment to them. The chief probation officer systematically and wisely used the management study as a tool for organizational analysis (Phase III in Greiner's Patterns of Organization Change) and as a planning document in formulating a change strategy (Phase IV in Patterns of Organization Change).

The first course of action included reorganization at the top administrative structure to increase the ability to identify problems and deal with them as well as increase the flow of communication necessary for this to occur. Subsequent to the resignation of the assistant chief probation officer the position was eliminated and replaced by three separate functional divisions, each having a division director (Investigation, Field Services, and Support Services). Further, an administrative staff position was created to facilitate the communication processes between the chief and the directors of the three functional divisions. Other staff adjustments were made to suit the new functional organizational structure. Over time some individuals unable to adjust to the reorganization left, others who had previously been viewed as obstructionists valued the changes as positive steps and became supportive of the new approach management had embraced.

Although a new organizational structure was created, a new structure in and of itself could not obviate all of the problems and issues in need of change. Accordingly, the chief called all management staff together to inform them of the second part of his commitment to innovation, that of engaging in a process of organization development that would include team building and action research as the basic methods of intervention. He stated that he felt the new organizational structure would cause a certain degree of change but that it would also be necessary for a new attitude to be developed within the organization as well as a higher trust level and more open communication. Based on this commitment by the chief a new attitude and a new hope was seeded among those within management. This new hope was enhanced by the chief's request that all persons within the organization accept the individual challenge of diligent effort in the resolution of historical problems that inhibited individual and organizational growth. He indicated his desire for the creation of a dynamic and growing organization and challenged each member of the management staff to join him in his commitment to an

[3] Larry E. Greiner, "Patterns of Organizational Change," in *Organizational Behavior and the Practice of Management*, David R. Hampton et al., Glenview, Illinois: Scott, Foresman and Co., 1973. P. 906.
[4] *Ibid.*, p. 907.

organization development project designed to address systemwide problems and lead to positive change.

The Organization Development Strategy Overview

Organization development (OD) has been defined as a long-range effort to improve an organization's problem-solving and renewal processes through participative management of the organization's culture and climate using formal work teams. From this perspective, formal work teams become the medium and the means of accomplishing a culture supportive of self-renewal, self-correction, and one that continues to expand the choices available to the organization as it copes with the changing demands of a changing society.[5] Operationally the OD response endorsed is based on seven basic principles:

(1) The change emphasis is placed on group and organizational processes in contrast to substantive content. It is the OD consultant's responsibility to supply method, techniques, and theory necessary to help members of the organization work more effectively as problem-solvers and decisionmakers. The OD consultant does not study organizational problems and recommend expert solutions.

(2) The unit of analysis for problem identification, problem-solving, and action planning is composed of natural work groups in the organization. The OD emphasis is on helping these work units learn more effective modes of organizational behavior.

(3) OD intervention focuses on the collaborative management of the work team culture. The focus is to create a culture or climate that is open, trusting, task oriented, and free from dysfunctional tension.

(4) OD is concerned with the management of the total system. In this regard the OD consultant avoids being the advocate of anyone's pet ideas. Rather, he is an advocate of certain procedures needed for problem-solving which may include the raising of sticky issues as a method of dealing with hidden sore spots.

(5) The OD strategy uses the action research model to surface and solve problems. It is a long-range effort to induce planned change based on a diagnosis which is shared by members of the organization. Action research is a persistent strategy of involvement and exploration.

(6) OD uses an outside consultant with a behavioral science orientation as a change agent or catalyst for change. His neutrality helps surface problems which might otherwise remain hidden. As an outsider he is inclined to ask questions that could be embarrassing to an inside staff person who probably knows the answers and would avoid raising many sticky issues.

(7) The OD strategy regards the change effort as an ongoing growth process. Its goal is to increase organizational effectiveness and enhance organizational choice and self-renewal.

IV. Launching the OD Strategy

The OD project was launched in Maricopa County Adult Probation Department when a contract was let to Training Associates, Inc., to provide the outside consultant staff who would serve as OD facilitators. The initial meeting occurred in March 1978 at a 2-day seminar involving top administrative staff and first line supervisors. The chief probation officer initiated this meeting by orienting management staff to the nature and scope of the project. He reviewed the historical antecedents which initiated the effort and acknowledged the importance of supervisors' participation in the management process.

The contract consultants reviewed the basic concepts which undergird the organization development process and initiated a data collection process using Andre Delbecq's Nominal Group Process technique. Supervisors and top management staff were asked to privately enumerate on 3 x 5 cards their perceptions of the most urgent problems confronting the Maricopa County Adult Probation Department. Then, using a round robin technique, problem areas were listed on newsprint and discussed for purposes of clarification. The supervisors worked in two groups generating two separate problem statements. These were shared with the total group. The consultants then agreed to merge the two sets of problem statements as a basis for planning the necessary next step.[6]

The problem statements clustered around eight basic principles of the organization, listed in priority order as follows:

(1) Trust and confidence issues:
  (a) Staff does not trust nor have confidence in the administration.
  (b) The administration lacks confidence and trust in staff.
  (c) Line staff do not have confidence and trust with their supervisors or the administration.
(2) There is a lack of communication from line staff up to the administration.
(3) Organization demands (tasks) supersede the personal needs of staff.
(4) Top administration is insensitive to:
  (a) Contributions staff can make in the decisionmaking process.
  (b) Contributions staff can make in planning and problem-solving.
  (c) The general creative resource that exists among staff.
(5) The organization lacks a clearly articulated philosophy from which might logically flow a set of policies and procedures.
(6) The organization operates on a traditional hierarchical pattern or structure. This design is in conflict with espoused notions of participative management. In addition, the organization is characterized as being rigid, stifling of creativity, and prone to induce frustration among staff.
(7) First line supervisors are ill-equipped to perform their duties and responsibilities. They require extensive training and development.
(8) Accountability is lacking throughout the organization—line staff, supervisors, administration. Evidence of accountability factors included:
  (a) A perception that the administration maintains a blacklist of personnel who are considered disruptive to the status quo.
  (b) A perception that caseloads are too high and the administration is not taking appropriate action.
  (c) Conflicts between professional and support staff.
  (d) Lack of clarity regarding role definitions, particularly those pertaining to the three new division director positions.

Many of the problems listed by administrative and supervisory staff are endemic to organizations in general and public organizations in particular. Moreover, they translate rather neatly into the concepts which undergird the team building process. Included are the elements of communication, consensus decisionmaking (participative management), conflict resolution (releasing creative energies in a constructive way), and commitment to accept ownership in identifying organizational problems as well as working toward their solution. Team building seemed to emerge quite clearly as the next step for this OD enterprise.

Team Building: Old Bottles, New Wine

The contract consultants arranged for the supervisors, administrative staff, and the chief to attend a 3-day team building seminar in a conference retreat. The OD strategy was to remove the participants from the pressures of their offices and to have them stay for two nights at the conference retreat where they would be remote from the influence of outside forces (office, family, friends, etc.). Ronald Lippett has referred to the "cultural island" concept as an ideal setting for addressing problems, examining interpersonal relations, and planning action agendas for reform.[7]

The team building training design was planned to engage each manager in an assessment of his/her own basic management style, psychological orientation to the management process, and the impact that given patterns of behavior would have on employees, colleagues, and superiors. The process was effective in surfacing interpersonal "hangups" that had diminished managerial effectiveness over the years. In some cases interpersonal problems had drained the emotional energy of the management potential over a long period of time; in other situations the limitations of some management staff were identified and dealt with. One manager left the department, one took a voluntary demotion, and others initiated self-oriented personal growth programs to strengthen their management skills.

Interpersonal contracts were negotiated as a means of dealing with conflicts of the past and as a strategy for coping with them in the future, should they recur. A beginning was made, new alliances were tested, and preliminary commitment was given to the value of functional teamwork (Administrative staff, Investigation Unit managers, Field Service managers, and Support Service managers). An aura of hope and optimism prevailed in an atmosphere which, from a historical perspective, legitimately questioned the validity and durability of this apparent metamorphosis. Most managers left the seminar with reservations about the future, but with a powerful desire to "give it a try."

The team training had effectively accomplished its mission, but the reservations held by some, if not all, managers were perfectly understand-

[5] John J. Sherwood, "An Introduction to Organization Development," in *Sensitivity Training and the Laboratory Approach*, 2nd edition, Robert Golembiewski and Arthur Blumberg, eds., Itasca, Illinois: F.E. Peacock Publishing, Inc., 1973. Pp. 431-436.

[6] Andre L. Delbecq and Andrew H. Van de Ven, "A Group Process Model for Problem Identification and Program Planning," *Journal of Applied Behavioral Science*, Vol. 7, No. 4, 1971, pp. 466-492.

[7] Ronald Lippett, Jeanne Watson, and Bruce Westley, *Dynamics of Planned Change*, New York: Harcourt, Brace, and Co., 1958. P. 111.

able. Team building is akin to learning to drive a car—there are so many procedures to be learned that a rough, if not rocky, beginning is inevitable. Time is needed to try out new roles and behaviors as individual managers gradually accommodate to the values associated with a team management approach.

The OD contract provided time and resources for the consultants to continue reinforcing the team building process over a 1-year period. Thus, continuing support was available as the management teams tested out their new knowledge and skills. The consultants were able to meet with each management team (except the Support Services unit which was trained by an internal OD consultant) on four followup occasions over the ensuing year. On each occasion it was apparent that the process was working.

V. Pieces in the Puzzle

The "Back Home Reaction"

The reorganization of the department which occurred shortly before the OD project lent itself ideally to the development of functional teams. The chief operated the department in conjunction with an administrative assistant and three division directors (Investigation, Field Services, and Support Services). Each division director serves as a bridge or linking pin to the line supervisors in their respective areas of responsibility. Line supervisors, in turn, provide the bridge or linking pin connection between division directors and line workers in their respective units of operation. Theoretically this linking pin organizational structure conceived by Rensis Likert provides open channels of communication up and down the organization. Moreover, the concept carries with it the basic fundamental idea that policies and procedures are formulated by functional management teams and adopted, revised, or rejected by the top administrative team. This structural arrangement serves not only as an excellent channel of communication throughout the organization, but in addition, it unites the organization functionally at division levels and organizationally at the administrative level. Thus problems within functional units get addressed at the division level and problems between functional divisions get addressed at the administrative level.[8]

This linking pin structure can be an ideal organizational arrangement. However, it has little value if the human interaction process is effectively in disrepair. The OD process did, however, create an open, trusting climate, one in which conflict is viewed as inevitable and dealt with in a creative problem-solving manner. A climate where participation in the process of surfacing problems and working toward their solutions has led to a high level of ownership and acceptance of events which occur in the organization. The finger pointing and blaming of top administration virtually ceased as managers incorporated greater responsibility and concern for the management of their respective areas of responsibility and for the organization as a whole.

Do We Know How to Trust?

It is probably safe to assume that little can be accomplished in creating collaboration and collective efficiency in an organization where the element of trust is absent. From the basis of trust people learn how to be more open, to take risks, to challenge sacred cows, and to handle conflict and participation in constructive ways. In monitoring the project the consultants operated for a period of time on their own intuition about the growth that was taking place. However, the time arrived when reality testing of one's intuition is a desirable, if not essential, action research element in the OD process. Thus 7 months into the project the consultants conducted personal interviews with top management staff and all the unit supervisors. The following represents a sample of the findings to each of several questions asked.

Question 1: General Reaction to Participative Management Team Approach

I'm positive regarding the participative management approach.

We're progressing well but still have some distance to go.

We're doing better internalizing the concept but need to practice it more.

A different feeling exists—there's a free flow of positive and negative criticism.

The process has generated a momentum of good feelings—more trust and honesty between the division administrator and myself—we work together.

I like the concept. All persons in administration have bought in—we feel positive.

The process has eliminated a large amount of the "we/they" finger pointing.

[8] Rensis Likert, *New Patterns of Management*, New York: McGraw-Hill Book Co., 1961. Pp. 97-106.

Question 2: Opportunity for Growth Responses

Staff needs to know that administration is sincere. They have their doubts in this regard.

Administration needs to be responsive to staff needs, to solicit more involvement and to receive more input from line staff.

Decisionmaking needs to get down to operational levels.

In order for line staff to buy in, they'll have to see things happen—they need to become involved in team training before they can fully own the concept.

It's time consuming.

Confusion exists regarding role responsibilities. Sometimes I'm asked for input when I don't think I should be. Other times I'm not asked for input when I think I should be.

I'm apprehensive because historically the department has not been open and honest with personnel. I'm not sure the link pin communication process is working the way it should.

Question 3: Teamwork and Conflict

Conflict, when it occurs, is handled in an open manner.

Participative management decisions are superior to what they have been in the past.

I think overall that conflict has enhanced the quality of management decisions.

I now make comments that I would not have made at an earlier time.

Supervisors are better informed and management decisions better received.

There is an increased sense of ownership in the decisions made.

People are getting into the action without fear of consequences. Conflict is being used constructively.

Conflict Problems

Don't think we trust each other enough to say we're working as a team yet.

Question 4: Opportunities for Enrichment

Need to practice the theory and procedures we have learned.

Sometimes communications are not as good as they might be.

Management team needs to solicit more input from supervisors and line staff; e.g., appointment of new supervisors, planning for code of ethics, etc.

We learn new concepts and ideas but fail to follow through in their application.

We need to differentiate roles regarding decisionmaking, responsibility charting; e.g., work furlough, should staff have input? Services to J.P., courts, should staff have input? Etc.

Division meetings are not always scheduled.

We need to review our responsibilities as supervisors.

Question 5: Most Important Next Steps

Team building by unit (7 responses).

More emphasis on unit team development based on supervisor's buying in (not sure there is full commitment of their part).

Role definition is urgently needed. Responsibility charting.

We all need to work at participative management in a conscientious, effective way. Let's not forget what we've learned.

When a comparison is made between the data collected by the consultants at the beginning of the project and again after 7 months of OD activity, it is apparent that monumental strides had been taken. To be sure, further practice and testing of new knowledge and skills will be needed, but in a growth oriented organization this process never stops. Aside from the positive changes evidenced by management responses to the interviews, it is clear that the next step in the OD process must be taken. Overwhelmingly the managers recognize the urgent need to extend the OD process to the unit levels in the organization where supervisors work with line staff.

The Court's Involvement

This OD project as originally conceived provided for the consultants to involve the presiding judge of the Superior Court of Arizona in and for Maricopa County, the presiding judge of the Criminal Division, and the 10 criminal bench judges in OD training activities. The purpose of this involvement was a desire:

(1) To engage criminal court judges in teamwork regarding the management of the criminal court.

(2) To assist the Criminal Division in identifying problems internal to the management of the Criminal Division.

(3) To assist the courts in identifying intersystem problems, particularly with respect to the court's experience in working with the Adult Probation Department.

(4) To provide the court with direct feedback regarding the status of the OD effort in the Adult Probation Department.

Participation of Criminal Division judges in a

teamwork project of this nature is believed to be a singularly unique undertaking. The presiding judges of the Superior Court of Arizona in and for Maricopa County and the Criminal Division are to be commended for undertaking this teamwork approach to the management of the Criminal Division. From a qualitative perspective the benefits derived from the project more than justified the time and effort invested. The judges were favorably impressed with the status report on the OD project in the Adult Probation Department. They saw the "before" and "after" data reported upon earlier in this article, an independent information source which confirmed their growing belief that the Adult Probation Department was "shaping up." When asked to list the positive attributes of the Maricopa County Adult Probation Department the following comments reflect the sentiments of some 20 items mentioned by judges of the criminal bench.

(1) The Probation Department as a source of problems to the court is disappearing.

(2) The Department is willing to recognize and solve problems.

(3) The entire staff seems to be working together for the common good (as a team).

(4) Their attitude and availability is good—when I want them I can get them.

(5) They handle a large volume of information expeditiously.

(6) Reports are received on a timely basis and they are adequate.

These and other comments infer a strong sense of confidence shared by the judges regarding the Adult Probation Department.

The judges worked efficiently and effectively in surfacing problems pertaining to the internal management of the Criminal Division. A cluster analysis of the many problems surfaced using the Nominal Group Process reduced the volume to six conceptual areas which lend themselves to followup work assignments using a task force or committee approach. Thus the training provided the Criminal Division judges a number of substantive management issues for continuing teamwork. The experience also demonstrated how Criminal Division judges could actively participate as members of a Criminal Division management team without sacrificing individual judge's natural concern for judicial privilege or independence regarding the prerogatives of his own courtroom.

The Criminal Division judges were also sensitized to a number of intersystem problems which exist between probation and the court as viewed from the perspective of the Probation Department as well as their own. Again, when asked to report their perceptions of problems in working with the Probation Department, a large number of issues were surfaced. These also lent themselves to cluster analysis around seven conceptual issues:

(1) Probation officer qualifications; opportunities for staff development.

(2) Criminal justice system policy issues.

(3) Probation Department management issues.

(4) Revocation policies.

(5) Probation reports—general concerns.

(6) Probation reports—credibility concerns.

(7) Probation reports—disposition recommendations.

A joint committee of Criminal Division judges and probation Investigation Division representatives had already been organized and had met on a number of occasions for the purpose of evaluating presentence investigation reports. This collaboration served as a precedent for the organization of additional intersystem teams to address problems of common concern.

What occurred as a result of involving the Criminal Division in teamwork does not sound particularly spectacular and it may not be. What is spectacular is that problems common to the courts and the Probation Department are being addressed in an open, constructive, problem-solving manner.

VI. Today . . . Tomorrow

Self-Analysis

At the same time as the Criminal Division judges were involved in their own teamwork activities, the administrative and supervisory staff of the Adult Probation Department were reflecting on the impact of their year-long involvement in this organization development project. Training Associates, Inc., developed an evaluation questionnaire and asked each manager to comment on any changes he/she had observed during the preceding year in seven areas of organizational concern. Listed below are the seven areas with selected responses which reflect the general reaction of management staff.

#1—General Organizational Environment or "Climate"

I think people feel a little freer to express themselves. This is evident by comments made in unit meetings. Still a feeling of helplessness but they are no longer afraid to speak up.

From my perspective the climate of the organization has moved more toward the positive. The management and first line supervisors appear to feel more a part of the decisionmaking process. There is a lot less of the "we-they" attitude. An example is supervisors and managers stating "that's my decision" rather than "that's what has been decided."

I believe that there has been quite an improvement in the overall climate of the department. More people are willing to let their views and creative ideas be known without the fear of rebuke, criticism, and the like. Through OD it appears that supervisors are much more candid with the division directors and line staff are much more candid with their supervisors.

The climate in the organization has changed somewhat; there is now a feeling of openness. The management team seriously considers input from staff. Staff is kept informed about what is happening with management.

#2—Approach to Problem Solving

In the vast majority of instances, problem identification and solving have been much improved by the team process. As is expected, when all staff is involved you are better able to identify the issues, cut away the extraneous agendas, and better work on the real problem. Further, through involvement, most decisions are based on a "sounder ground" and ownership is much more meaningful commodity. Overall I feel we have become much better equipped via the OD experience to deal with problems and achieve better results in our decisions.

As a result of the OD training sessions several problem-solving committees have been formed ensuring that all staff have some input into the decisions. This, of course, happens when the decision affects all staff. In management problem-solving the Investigation team, Field Services team, and Support Services team discuss the problem and possible solutions, but usually separately. The results of each team's discussions are then reviewed by the respective division directors for comment or input.

The approach to problem-solving now is to get input from all staff. A good example of this is the present attempt to deal with the problem of restrictions placed on merit increases by the Board of Supervisors.

#3—Decisionmaking Methods

Team approach. Getting input from line staff on most important decisions and many unimportant ones.

Takes a lot of time. Sometimes ideas are lost in the process. However, most of the time necessary information, ideas, and suggestions are obtained.

Staff is being consulted for input on important decisions on a regular basis. Input was requested by the Responsibility Charting Committee on four recent issues. Line staff response was minimal; however, a second good example was the entire DPO III process, both from the planning stage as well as in the final decision on the eligible candidate.

Input is normally secured from all staff before decisionmaking. Instead of the chief making decisions alone, these decisions are now made by the management team after securing input from staff.

#4—Interunit Collaboration

High—I think this is extremely true at the area offices. It appears to be growing in other sections of the department.

The three major teams seem to be working well. There appears to be a need to bring three teams together, particularly Investigation and Supervision teams. Collaboration does exist but can be improved on.

Intradivision units have developed strong ties and commonalities of purpose and design both among the unit members and between units. However, interdivision collaboration and communication is often "cumbersome" and stifled at the unit and supervisory level. I think we have recognized this and are committed to work on the interdivisional level to "regroup" and work across divisional lines for the betterment of all staff and concerns.

There is some interunit collaboration by way of committees, etc. However, this is an area that still needs to be developed. Each unit has begun to see itself as a team, but there has not been much change in regard to all the unit teams working together. Much improvement is still needed here.

#5—Risk Taking and/or Trust

The supervisors are making more decisions. They are highly involved in the decisionmaking process.

At the management level, excellent. I feel we have a very smooth working team that is sensitive to the needs of the individual team members. Risks are taken, respect and understanding exist, and differences are resolved very effectively.

Risk taking and trust are extremely individualized and occur at different rates, levels of intensity, and situations. By and large, I think risks are being taken within the various teams; however, not much "cross team" risk taking has occurred. Further, although staff often claims OD "won't work," there have been instances of risk taking that imply, to me at least, trust.

It is felt that the last two to three meetings have been very beneficial in our division regarding risk taking/trust. In our division meetings we have explored this area in detail with the result being much more open communication and suggestions for resolving problem areas without fear of ridicule, getting railroaded, etc.

People now seem more willing to take the risk of saying what they think. Consequently, the trust level has risen. This is especially true with the division teams. It is somewhat true for unit teams, but they still have a long way to go in this regard.

#6—Communications

Good—the supervisors are representing the ideas and thoughts of their respective units. The staff's reaction to limited merit increases is very strong. However, this decision is outside of the department and staff's constructive ideas are important.

I feel this is much improved over a year ago. There appears to be a great deal more involvement of all staff at all levels in organizational goals. I can assure you that management does indeed listen to input and tries to act accordingly.

I believe communications within our division have improved greatly. However, I feel that interdivision communication could be improved. This will no doubt

occur as we begin our training in the second grant.

Both upward and downward communication have improved a lot. Now fewer people say they don't know what's going on. I think this is the area where the greatest amount of improvement has been made.

#7—Approaches to Conflict Resolution

We'll just have to keep trying.

Conflict on management level is handled very openly and out front. I feel people are more willing to state "feelings" and deal with them. There is a recognition that you don't always get your own way but tend to deal with what is best for the department.

More often than not, conflicts are addressed in a forthright and head-on manner; however, there are still situations of "tentativeness" and outright avoidance. Regarding the avoidance through some interesting and positive dynamics have occurred.

To my knowledge there hasn't seemed to be any overt conflict. If there has been conflict between any of the teams, I have not heard about it.

My answer for this is much the same as for #2. I see problem-solving and conflict resolution as very similar. Because of an increased trust level, conflict resolution is easier. This is especially true in the division and unit teams. However, we still have a long way to go to make this true *between* all the various teams.

In terms of self-analysis, the last response above to #7 appears to reflect the essence of the feeling among the managers of the department; we still have a long way to go. A review of the comments reveals a feeling of growth, improvement, and increasing trust; however, the recognition that positive growth in the organization is an evolutionary process is of critical importance. While the management staff of the organization have begun to interact more openly and constructively as a result of their training and experiences in OD, the new challenge to be faced is imparting not only the ability but the desire among all staff to assume the same commitment to OD and to the positive growth of the department.

Plans for the Future

Experience with OD among management staff over the past year provides a powerful incentive to inaugurate the process throughout the department. OD theory identifies the work unit as the basic level for surfacing and solving problems. Of course, this cannot occur without the full support of the management system. From the data reported above it is clear that the top management system is ready to engage line workers in the growth process which they have just been through. Substantial progress has been made to secure the necessary financial resources to continue this OD odyssey in the Maricopa County Adult Probation Department. A year from now the total system will have become shareholders in this participative management process. At that time the rest of the story can be told. In the meantime, however, "who said 'old dogs' can't learn new tricks?"

THE PROCESS of introducing change into a system constrained by tradition and insensitive to the concepts of organization and management—never an easy task—requires that the administrator of a metropolitan probation office pay attention to theoretical, organizational, and operational issues.
—ROBERT M. LATTA and JACK COCKS

END