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The Relationship between Organizational Culture and the Practice of Program Evaluation in Human Service Organizations

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THE RELATIONSHIP BETWEEN ORGANIZATIONAL CULTURE
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THE RELATIONSHIP BETWEEN ORGANIZATIONAL CULTURE AND THE PRACTICE OF PROGRAM EVALUATION IN HUMAN SERVICE ORGANIZATIONS

Lorraine Marais. Ed.D.

Western Michigan University, 1998

There are many obstacles for human service organizations in evaluating programs. Some of these barriers are the difficulty in defining human behavior and the change that needs to be evaluated. human service programs that take a long time to show results, agency capacity to do evaluation. and cost (Young, Hollister, Hodgkinson, & Associates, 1993). Another subtle yet powerful influence on the practice of evaluation in nonprofit organizations may be organizational culture (Schein, 1990). If an organization is going to employ self-evaluation, an organizational culture may be needed that will support such efforts. This study was designed to assess the relationship between organizational culture and the practice of program evaluation in a selected group of nonprofit organizations. Three questions were addressed in the study: (1) What are the organizational cultures exhibited by human service organizations? (2) What are the program evaluation practices exhibited by human service organizations? and (3) What is the relationship between organizational culture and the practice of program evaluation in human service organizations?

A survey was administered and interviews were conducted with participants of 26 human service organizations in Kalamazoo, Michigan. Survey data were analyzed to answer the three research questions as listed above. Interviews provided

emic data that developed an understanding of evaluation practices and organizational values.

Organizational culture data included information about client satisfaction, quality service, leadership, communication, decision making, planning, and visioning. Evaluation practice data included information about formative, summative, and general evaluation practices. Formative program evaluation practice is the evaluation practice that most organizations conduct, with the development of general evaluation knowledge second, and summative evaluation practices last, but all three practices were found to be moderately high across all organizations. High correlations were found with some aspects of organizational culture.

Recommendations include (a) further studies with more levels of the organizations to gain a broader view of existing organizational cultures, (b) more training and support to develop the capacity of organizations to do summative evaluation, and (c) controlled studies to further investigate the relationships of certain aspects of organizational culture with evaluation practice.

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Vision without action
is only a dream

Action without vision
is merely passing the time

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But vision with action
can change the world.

Lorraine Marais

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CHAPTER I

INTRODUCTION

Statement of the Problem

Organizational learning for renewal and survival in an increasing competitive

and ambiguous business environment has been emphasized by authors such as Senge

(1994) and Argyris (1994).

> Twenty-first century corporations will find it hard to survive, let alone
> flourish, unless they get better work from their employees. This does not
> necessarily mean harder work or more work. What it does mean is employees
> who've learned to take active responsibility for their own behavior, develop
> and share first-rate information about their jobs, and make good use of
> genuine empowerment to shape lasting solutions to fundamental problems.
> (Argyris, 1994, p. 77).

Many organizations have realized that harder work will not necessarily bring

greater results; the main emphasis need to be on smarter work. To work smarter is to

develop and share information, which are components of evaluation. Program

evaluation, which is a learning mechanism for organizations, can serve as a guide to

improve the ability for survival and enhance the quality of goal accomplishment. Yet,

not enough human service organizations do program evaluation as a conscious part

of the normal day-to-day activities within the organization. A factor affecting

organizations not doing evaluation may be an organizational culture that does not

support program evaluation as a conscious value of the organization (Patton, 1997).

The research problem addressed by this study was: What is the relationship between

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organizational culture and the practice of program evaluation in human service organizations?

The Importance of Studying Organizational Culture

To bring about change within organizations, many efforts have concentrated on behavioral change without taking into account the subtle but powerful influence of the culture of the organization. Often these efforts fail or are less successful than had been intended because of the influence of organizational culture on the formation of shared values, meaning, and eventually behavior within organizations (Schein, 1992). The organizational culture is a focal point for understanding any professional practice (Deal & Kennedy, 1982; Peters & Waterman, 1982). The assumption is that if the organizational culture is not supportive of something such as program evaluation, then change, growth, and quality improvement in the organization will be slow, often unplanned, or just absent.

Conceptual Framework

Many authors approach organizational culture from an integrative perspective, referring to a basic core within any culture that is integrative, homogenous, and consistent in nature (Baker, 1980; Schein, 1991b). There are other authors that have opposite perspectives—that culture is in nature heterogeneous and full of ambiguity (Trice, 1984; Van Maanen, 1991; Weick, 1991; Young, 1991).

Organizational culture for the purposes of this study is viewed from the perspective that at the core of culture there is consistency and consensus among the membership of the organization of what the culture in essence is. Schein (1992) supports the idea that organizational culture can be studied on different levels:

(a) Artifacts—visible organizational structures and processes; (b) Values—strategies, goals, philosophies (espoused justification); and (c) Underlying assumptions—unconscious, taken-for-granted beliefs, habits of perception, thoughts, and feelings (ultimate source of values and action).

The Independent Sector studies (Gray, 1993, 1998) identified two dominant paradigms of program evaluation that exist within the nonprofit sector. The first paradigm views evaluation as (a) punitive, (b) an add-on to activities, (c) a report card process, (d) event-centered, and (e) a burden rather than a tool. The second paradigm views evaluation as (a) a means of organizational learning; (b) an essential component of effective decision making; (c) the responsibility of everyone in the organization; (d) addressing the total system, including effectiveness and external results; (e) not an event, but a process—not episodic, but ongoing—not outside the organization, but ingrained in the day-to-day operations of the organization; (f) a developmental process, not a report-card process; (g) promoted by an organization's leadership; (h) a collaborative effort with all stakeholders; (i) using tools and methodology that are accessible to organizations of all kinds and sizes; and (j) time and effort well spent, saving time and effort in the long run. The second paradigm of program evaluation is used as a guide to develop the evaluation component of the current study.

Organizational culture is a concept that is collective in nature; it is based on the shared values and perceptions of the members of that organization, and in that sense is unique to the specific organization. With this study the investigator expected to find a variety of different organizational cultures, across organizations, although many of the dimensions might be shared between organizations. The variables included in this study are organizational structure, leadership, human relations and

group functioning, vision, planning, communication, decision making, motivation, and outcomes.

Several studies have identified certain dimensions of culture through their research on organizational culture. One of these studies, by Hofstede, Neuijen, Ohayv, and Sanders (1990) has identified six dimensions on which organizational culture could be organized: (1) process-oriented versus results-oriented, (2) employee-oriented versus job-oriented, (3) parochial versus professional, (4) open systems versus closed systems, (5) loose control versus tight control, and (6) normative versus pragmatic. These authors approached organizational culture from an emic perspective, while the current study concentrates on an etic approach—defining categories to determine the elements of culture (Rousseau, 1990).

Terminology Defined

Organizational culture is defined for this study from an integrative perspective as:

> a pattern of shared basic assumptions, invented, discovered, or developed by a given group, as it learns to cope with its problems of external adaptation and internal integration, that has worked well enough to be considered valid, and, therefore, is to be taught to new members of the group as the correct way to perceive, think, and feel in relation to those problems. (Schein, 1985, p. 247)

An integration perspective on organizational culture was followed based on the methodology of the study. For each organization, two people took part in the study, and for the purposes of the study it was accepted that these participants have a shared basic assumption and perception of the organizational culture in which they are operating in their organization.

Assumptions are the deepest level of organizational culture. On more

observable levels, they manifest themselves in the following ways (Schein, 1992):

Values—what is important (espoused values); *Beliefs*—how things work (espoused

beliefs); *Perceptions*—how things are perceived to be as opposed to what is

(espoused perceptions); and *Behavioral norms* (behavioral manifestation of values,

beliefs and perceptions-in-use).

Values, beliefs, perceptions, and behavioral norms are imbedded in the total

functioning of an organization. The organizational culture affects all the different

elements that ensure effective functioning of an organization. For this study, these

elements include the following nine categories as measured by an Organizational

Culture Survey: (1) Organizational structure—including job design, work group

processes/performance, and organizational integration; (2) Leadership—openness to

change, recognizing contributions, leadership confidence; (3) Human relations and

group functioning—conflict, job pressure, training and development, selection, job

satisfaction, commitment, trust; (4) Vision—vision clarity; (5) Planning—clear,

comprehensive and thorough planning processes; (6) Communication—openness/

vitality, challenge up, downward communication, across groups communication,

performance feedback; (7) Decision making—getting adequate information,

delegating; (8) Motivation—rewards/social justice, performance facilitation; and

(9) Outcomes—product/services quality, customer satisfaction. The nine

organizational culture components were chosen based on literature and review of

several organizational culture instruments (Eggers & Leahy, 1994; Harrison, 1994;

Sashkin & Kiser, 1993).

Practice of program evaluation is defined as (Patton, 1997; Stufflebeam,

1985; United Way of America, 1996; Worthen, Sanders, & Fitzpatrick, 1987):

1. Judgment of the merit or worth of a program: Summative evaluation includes decisions on the program's future, the difference (outcomes) that the program is making to clients, and accountability to external audiences (public and funders).

2. Improvement of programs: Formative evaluation includes identification of strengths and weaknesses of programs, continuous improvement, quality enhancement, being a learning organization, improving management practices, and internal improvement of the organization on all levels.

3. Generation of evaluation knowledge: The generation of general evaluation knowledge includes meta-analysis; meta-evaluation includes generalizations about effectiveness, extrapolating principles about what works and what doesn't, building theory, synthesizing patterns across programs, publishing scholarly materials, policy making, sharing and applying evaluation findings across organizations and sectors.

Program evaluation is defined from a learning organization/open system perspective as (Gray & Associates, 1998; Nevus, DiBella, & Gould, 1994; Patton, 1997; Senge, 1994): (a) a means of organizational learning; (b) an essential component of effective decision making; (c) the responsibility of everyone in the organization; (d) addressing the total system including effectiveness and external results; (e) not an event, but a process—not episodic, but ongoing—not outside the organization, but ingrained in the day-to-day operations of the organization; (f) a developmental process, not a report-card process; (g) promoted by an organization's leadership; (h) a collaborative effort with all stakeholders; (i) using tools and methodology that are accessible to organizations of all kinds and sizes; and (j) time and effort well spent, saving time and effort in the long run.

Human service organization is defined as a 501(c)(3) organization by the IRS, providing 50% direct services to humans.

Purpose and Objectives of the Study

The research problem to be addressed is: What is the relationship between organizational culture and the practice of program evaluation within human service organizations?

The objectives of the study are (a) to describe the organizational cultures of a sample of human service organizations (HSOs), (b) to describe program evaluation practices for the same sample of HSOs, (c) to describe the relationship between organizational culture and the practice of program evaluation in the sample of HSOs, and (d) to propose new studies based on the findings from the current study.

Significance of Study

Not many organizational culture studies have been done in the nonprofit sector (Drucker, 1990a). Organizational culture studies are limited and, combined with program evaluation, represent an aspect of organizational behavior that has received little attention. To this end, this study will make a contribution in building the knowledge base of the human service sector.

A purpose of this study is to describe the organizational cultures that are prevalent within human service sector organizations. It is expected that gaining more knowledge about these cultures will provide greater insight into the reasons why organizations are not sufficiently applying program evaluation as an active learning mechanism in their everyday operations. Understanding and identifying the barriers

that are standing in the way of applying program evaluation in all its facets can be the first step in the facilitation of change.

Audiences that will benefit from this study include executive decision makers and board members of HSOs. The results can provide decision makers with information about the organizational cultures that are more conducive to improving evaluation practices within human service organizations.

By determining the type of organizational culture organizations have and how it is an aid or a barrier in the efforts to become more effective, decision makers can identify the steps in changing a culture that may be more supportive of ongoing evaluation in the organization.

The information generated by this study can serve as normative data for human service organizations starting with their formal capacity building efforts in evaluation. Funders such as the United Way and foundations, as well as evaluation experts, can use the information generated by this study to develop greater understanding of the prevalent organizational cultures and ways to expand and build the evaluation capacity of human service organizations.

The relationship between funders and human service organizations can be enriched based on the information generated by this study. Greater understanding of the organizational culture and how it affects the implementation of program evaluation in the internal and external environment of the organization can work for the benefit of both parties.

Human service organizations (staff) can use the information to change and improve their own organizational culture and the role that evaluation can play in their search for excellence and quality service to their customers. The information in this

study can serve as a base line for organizations on their way to improve evaluation practice.

Limitations of the Study

Only human service organizations are included in the study; arts and cultural organizations or other nonprofit organizations are not included. This study will discuss only nonprofit organizations.

Due to the sampling procedure, it will not be possible to generalize the findings to all human service organizations. This study will only be able to give snapshots of different human service organizations and their organizational culture and how that is related to their practice of program evaluation.

One of the main limitations of the study is that only a certain population of human service organizations took part in the study—United Way funded human services. Therefore, the results cannot be generalized to other human service organizations.

Another limitation is that only one or two people per organization participated in the study. In most situations, participants were limited to directors and management. Organizational culture can really be best understood when it is studied in depth over a period of time. The current study is a first step to open the conversation about organizational culture and the practice of program evaluation in human service organizations.

Organization of the Study

This dissertation is divided into five chapters. Chapter I includes the statement of the problem, the purpose of the study, a brief discussion of the theoretical

underpinnings of the study, limitations of the study, the significance of the study, and an overview of the contents of the study. Chapter II, a review of the literature, will include an overview of the theoretical underpinnings of the study as they relate to organizational culture and practices of program evaluation in general. Several research studies will be discussed as they relate to organizational culture. Literature on methodology is discussed within both the study of organizational culture and the practice of program evaluation. The research questions are stated at the end of the chapter as they relate to the literature.

Chapter III, the methodology section, provides the research design, sampling procedures, data collection methods, sample of the questionnaire survey instrument, a discussion of the pilot study, and the data analysis procedures. In Chapter IV, the results of the study are presented and discussed. Chapter V contains a summary of the study with conclusions, guidelines, and recommendations of organizational cultures that are more conducive to organizational learning and thus to program evaluation. Recommendations for further studies are provided.

CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction

The literature review section will consist of the following subsections as it addresses the research problem: the purposes of a literature review, review of the literature on major concepts (organizational culture components and program evaluation) as it relates to the study, methodological literature review, a short summary of the literature review section, and the research questions.

Purposes of a Literature Review

One of the main purposes of a literature review section is to discuss the primary research studies that have been done in the area of the dissertation topic. The discussion of research studies will acquaint readers with the most recent studies in the area under discussion. A literature review will provide understanding of the background of the topic and demonstrate what kind of studies have been done and where the gaps and limitations are that warrant further research and exploration.

The literature will further contribute to the development of the framework that will support the research questions for this study. It will emphasize the importance of the topic of organizational culture within human service organizations to bring about change in program evaluation practice.

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Organizational Culture

Over the years, many different names have been given to the subtle, elusive, intangible, largely unconscious forces that comprise the symbolic side of organizations and shape the behavior and thoughts of the people working within those organizations (Owens, 1995). Authors such as Lewin in the 1940s and the Western Electric studies in 1930s addressed issues such as social norms of leaders and employees and how these norms affected the effectiveness and productivity of the organizations. McGregor (1960) and Likert (1967) both emphasized certain leadership and management styles that would be more conducive to learning and empowering to employees in the workplace. These aspects of leadership/management are nothing else than components of organizational culture. The term *organizational culture* during those times often has been substituted for *organizational climate*. It was in the late 1970s and early 1980s that authors started to define some organizational interactions as organizational culture. Three research studies were significant in the beginning 1980s: *Theory Z* by William Ouchi (1981), *In Search of Excellence* by Tom Peters and Robert Waterman (1982), and *Corporate Cultures: The Rites and Rituals of Corporate Life* by Deal and Kennedy (1982). The common thread through these studies was that an organizational culture that stifles innovation and hard work is the biggest stumbling block that organizations have to deal with in times of downsizing and recession.

There are many definitions of organizational culture. Some agreement exists on the following components (Deal & Kennedy, 1982; Schein, 1992):

1. It is a body of solutions to external and internal problems that has worked consistently for a group and is therefore taught to new members as the correct way to perceive, think about, and feel in relation to those problems.

2. It develops over time—these assumptions of the nature of reality, human activity, and human relationships—and in the process it is taken for granted and, finally, drops out of awareness.

3. It is a set of learned patterns of unconsciousness thought, reflected and reinforced by behavior, that silently and powerfully shapes the experience of people.

4. It provides stability, fosters certainty, creates order and predictability, and gives meaning.

5. It is the sum of what people in organizations believe works and does not work.

The definition is significant as it supports the direction for this study in highlighting the possible influence of organizational culture in the formation of organizational behavior such as the practice of program evaluation. The major problem with culture is that it is untested and unconscious values, perceptions, and beliefs; no one knows whether it will still help the organization to solve problems constructively unless it is tested. Culture loses its power when the unconscious values, perceptions, and beliefs are brought into the open. The reason is that once employees are aware of their assumptions, values, and perceptions, they can examine them to determine to what extent the organizational culture still holds power to move the organization closer to goal accomplishment. When the organizational culture is made conscious, then people can examine and analyse it to determine whether it is benefitial to them in reaching the organizational goals and mission (Schein, 1985, 1992).

There are basically two major components in the definition of organizational culture (Frost, Moore, Louis, Lundberg, & Martin, 1991; Schein, 1985, 1992):

1. *Norms:* Norms are standards of behavior that the social system institutionalizes and enforces. Usually these norms or standards are the unwritten rules that express the shared beliefs of most of the people in the organization and are viewed as what is appropriate behavior under certain conditions.

2. *Assumptions:* Assumptions are the bedrock upon which norms and all other aspects of culture are built. Assumptions deal with what is believed to be true about the world and what is false. It is the unconscious acceptance and taken-for-granted ideas and beliefs that influence behavior in organizations. The power of organizational culture is that it operates as a set of unconscious, unexamined assumptions that are taken for granted.

One of the most prominent authors of the 1990s on organizational culture is Edgar Schein (1992). He defined organizational culture as the shared philosophies, ideologies, values, assumptions, beliefs, expectations, attitudes, and norms that knit a community (organization) together.

Schein (1992) has developed a model to identify the different levels of organizational culture:

Level 1: The artifacts and creations of the organizations—this includes the buildings, tools, art, technology, and patterns of human behavior, such as language, symbolic expression, etc. Level 1 cultural aspects are visible and often people see that as the core of what organizational culture is, but these aspects are only the symbolic expression of the culture itself. To go a level deeper, one has to ask about meaning of the visible symbols of culture.

Level 2: The next level includes the values of the organization that often can be seen in the mission statement of the organization. The values are, however, only the reflection of basic assumptions that people have within the organization. On this level there are overt espoused values, beliefs, and perceptions of how the organization functions in the world.

Level 3: The essence of culture are those assumptions, beliefs, and expectations about how the world works and the relationship of individuals with their environment.

Rago (1996) did a study of the Texas Department of Mental Health and Mental Retardation in an effort to change the organization's culture to a more Total Quality model. The most significant issue that the researcher encountered in the 4-year implementation was the need for the organization's senior managers to change the way they conceptualize and approach their work. Again, the significance in the study of perceptions, values, and beliefs of employees is emphasized to improve behavior in organizations.

A further emphasis within the study of organizational cultures is that there exist subsets of culture within the larger organizational culture (Schein, 1992). For instance, there are budgets, client relations, technical equipment, and product cultures. Each of these separate cultures form the sum of the larger organizational culture and are all interrelated. Even organizations with the same mission and purpose will most likely have different organizational cultures. These differences between subunits and organizations in general are mostly due to the relationship between the idiosyncrasies of its members and its environment (Guba & Lincoln, 1994; Owens, 1995). Within organizations there are further individual and group cultures that have an influence on the overall organizational culture of the

organization. As individuals come and go within organizations, the tendency is that there seems to remain a certain organizational culture that survives the people in it.

> In summary, how an organization decides to measure its own activities and accomplishments—the criteria it uses and the information system it develops to measure itself—become central elements of its culture as consensus develops around these issues. If consensus fails to develop and strong subcultures form around assumptions, the organization will find itself in serious conflict that can potentially undermine its ability to cope with its external environment. (Schein, 1992, p. 65)

Organizational culture is dependent on the past experiences and history of the organization and not only on the current values, perceptions, and beliefs of its employees (Schein, 1992). The latter, however, has a powerful influence in shaping and changing the current culture. Based on the realization that the organizational culture is the sum of different individual and group cultures within the organization, it is important to include different levels of employees of the organization in studying organizational culture, for instance, leadership and management levels as well as line and administrative staff (Bennis & Nanus, 1985; Burns, 1978; Schein, 1992). In addition to this, the powerful influence of leadership and the founder of the organization are recognized in the formation and change of organizational culture (Schein, 1992). In the instrument for the current study, one of the categories to measure organizational culture is the role of leadership within the organization.

As the practice of program evaluation in human service organizations is the focus of this study, the question is: What kind of evaluation paradigm is viewed by prominent authors to be more conducive to improve organizational learning and then effectiveness? In research done by the Independent Sector (Gray, 1993, 1998), the following aspects of an evaluation vision have emerged from their interviews, focus groups, and forums with more than 300 nonprofit organizations:

1. Evaluation is a means of organizational learning.

2. Evaluation is a way for the organization to assess its progress and change in ways that lead to greater achievement of its mission.

3. Evaluation is a developmental and not a report-card process.

4. Evaluation is a process, not an event; ongoing, not episodic; ingrained in day-to-day operations.

5. Evaluation is directly related to organizational effectiveness, empowerment of its people, and a way to achieve organizational excellence.

Many prominent authors in the field of evaluation and organizational culture such as Patton (1997), Worthen, Sanders, and Fitzpatrick (1997), and Schein (1992) support this paradigm or definition of evaluation.

Research Studies on Organizational Culture

Since the late 1970s, many organizational culture research studies have been done. There is no consensus among researchers about what organizational culture is, or how and what is to be studied. Therefore, it is important to develop a theoretical framework that can capture the major similarities and differences among the various approaches in the studying of organizational culture (Frost et al., 1991).

These studies can be divided into three approaches (Frost et al., 1991):

1. *Integration perspective*—mainly views culture as a consistent, organizational-wide consensus about the appropriate interpretation of those manifestations and clarity.

2. *Differentiation perspective*—views cultures as mainly inconsistent with one another. Only within subcultures are there consistency and clarity.

3. *Fragmentation perspective*—views culture from the expression and experience of ambiguity.

In Table 1, the various characteristics of the three perspectives on organizational culture are summarized.

Table 1

Defining Characteristics of the Three Perspectives on Organizational Culture

Features	Perspective		
	Integration	Differentiation	Fragmentation
Orientation to consensus	Organization-wide consensus	Subcultural consensus	Lack of consensus
Relation among manifestations	Consistency	Inconsistency	Not clearly consistent or inconsistent
Orientation to ambiguity	Exclude it	Channel it outside subcultures	Acknowledge it

Source: Frost et al., 1991

Usually researchers approach organizational culture from one of these perspectives but often include the other perspectives to a minor degree.

Three empirical studies that are considered as exemplary studies in the integrative approach are discussed in the following section, as they relate to the current study (Frost et al., 1991).

Integrative Perspective

The integrative approach make the assumption that "strong" or "desirable" cultures are characterized by consistency and organizational-wide consensus and clarity.

Schein (1991a) presented three case studies to illustrate the influential role of the founder (leader) of the organization in the formation of organizational culture. (The founder of the organization is described as the person or persons who started or initiated the organization; the person is often viewed as an entrepeneur who has a clear vision and the ability to bring into reality that vision for the organization (Baker, 1980). In the cases of the Jones Food Company, the Action Company, and Smithfield Enterprises, Schein describes how entrepreneurs can create organizational cultures that reflect their own values, thereby achieving a sort of organizational immortality.

In the first case study, Jones Food Company, the founder of the organization imposed his assumptions and values on employees, constantly reinforcing these preferences by formal policies and personal example and modifying them as circumstances dictated. The founder, to stress and develop organizational-wide consensus, appointed a management team congruent with his same values. However, deviations to accept the values and norms of the founder developed in the midst of some of the managers. This counter-culture was viewed as shortcomings and attributed to the founder's inability to send clear and consistent signals.

In the second case study, The Action Company, the founder of the organization supported his philosophy of management with consistent policies, norms, architecture, and interior design. Additionally, homogenous employees were hired to reinforce and create an organizational-wide consensus. With organizational growth, the workforce became more heterogeneous, and the occurrence of dysfunctional conflicts, disorganization, and, eventually, chaos was a greater possibility with the increase in diversity.

In the third case study, Smithfield Enterprises, the founder of the organization declined to leave behind a cultural legacy by selling his companies as soon as they were firmly established.

Schein (1991a) summarized these three case studies by stating that "at every stage the role of the leader and the group must be understood if one is to make sense of how the culture evolves" (p. 25). Culture is learned and developed through a variety of explicit and implicit mechanisms, often based on explicit "teaching" by the founder of the organization or later leaders. The research by Schein emphasizes the importance of including leadership in the study of organizational culture.

Relationship Between Organizational Culture and Climate

In a discussion of the concept of organizational culture, it is inevitable to include at least some discussion of organizational climate. as there is a relationship between the concepts (Schein, 1991a; Schneider, 1990). For the current study, some organizational climate variables have been included in the study of organizational culture, such as organizational structure, communication, planning, vision, human relations and group functioning, decision making, motivation, and outcomes.

Climate has a long history in the fields of industry, organizational psychology, and organizational behavior. In Table 2, the historic development of the concept of organizational climate is discussed along with the emphasis of related topics until the early 1980s when the concept of organizational culture became more popular. Authors such as Lewin, Lippitt, and White in 1939 with their article "Patterns of Aggressive Behavior in Experimentally Created 'Social Climates'" are considered the first authors who explicitly referred to the concept of climate (Schneider, 1990). They did not offer a definition of the concept of climate. Argyris, in 1958, wrote a key

Table 2

The Development of the Climate Concept

Stage	Date	Author(s)	Title	Primary Emphasis
1	1939	Lewin, Lippitt, & White	Patterns of Aggressive Behavior in Experimentally Created "Social Climates"	Relationship between leadership style and climate
1	1958	Argyris	Some Problems in Conceptualizing Organizational Climate: A Case Study of a Bank	Use of climate/culture concept to diagnose group dynamics in a bank
1	1960	McGregor	The Human Side of Enterprise	Chapter 10 focuses on the managerial climate; climates are primarily determined by the assumptions managers hold and enact in their relationships with subordinates
1	1968	Litwin & Stringer	Motivation and Organizational Climate	Climate as a molar concept that describes the effect of the situation on individual motives for achievement, power, and affiliation
2	1972	Schneider	Organizational Climate Dimensions and Job Related Attitudes	New employees' climate perceptions are similar to the perceptions of established employees; preference are not congruent with reality
2	1974	Waters, Roach, & Batlis	The Effects of Organizational Climate on Managerial Performance and Job Satisfaction	Factor analytic study of climate's relationship to similar constructs

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Table 2—Continued

Stage	Date	Author(s)	Title	Primary Emphasis
2	1973	Pritchard & Karasick	Relationships of Perceptions of Organizational Climate to Organizational Structure, Context, and Hierarchical Position	Climate shown to be related to subunit performance and individual job satisfaction
2	1975	Downey, Hellriegel, & Slocum	Congruence Between Individual Needs, Organizational Climate, Job Satisfaction, and Performance	Satisfaction is a function of congruence between needs and climate
2	1976	Payne & Pugh	Organizational Structure and Climate	Focuses on the relationships among objective and perceptual measures of structure and climate

Source: Schneider, 1990

paper on climate in a bank but still put the concept in quotation marks and used it interchangeably with the term *informal culture*. McGregor (1960) devoted a whole chapter in his book, *The Human Side of Enterprise*, to what he called "the managerial climate." He conceptualized climate as "day-to-day behavior of the immediate supervisor and other significant people in the managerial organization" (p. 133).

McGregor (1960) viewed climate as that which is created by managers in the work environment in which subordinates work by what they do, how they do it, how competent they are, and their ability to make things happen through upward influence in the organization. He did not develop quantitative measures in his conceptualization of climate.

Through the work of Litwin and Stringer (1966) the concept of climate has been operationalized in a more holistic way. The study presented at a conference on climate described a set of six climate dimensions—including structure, reward, warmth, and support. Litwin and Stringer published another book in 1968, *Motivation and Organizational Climate*, which included and reported the results of several experiments and field studies. It attempted to operationalize climate through assessment of members' perceptions and addressed the practical implications of the research. It was only 30 years later, after the first work (Lewin et al., 1939), that the word *climate*, as it is now known, was fully explicated (Schneider, 1990).

With the organizational culture concept from the beginning, culture researchers have tried to explore the nature of the concept, its definition, and what is and is not part of culture. Organizational culture is a borrowed concept from anthropology, organizational psychology, and organizational behavior. It did not need such a comprehensive introduction as climate did. Climate seemed to be a more

natural outgrowth of the desire to specify environmental influences that may require more careful introduction and elaboration (Schneider, 1990).

Pettigrew (1979) published an article to explain how the anthropological concept of culture (symbolism, myths, and rituals) could be used in organizational analysis. Table 3 provides an overview of the historic development of organizational culture from the first formal writings until late 1980s.

In the definition of culture, researchers make a distinction between culture as something that an organization *is* versus culture as something an organization *has* (Smircich, 1983). The first perception of culture promotes the study of organizational culture qua culture and uses a native-view paradigm (Gregory, 1983). The second definition of organizational culture, as something that an organization *has*, promotes an examination of organizational cultures as systems of shared meanings, assumptions, and underlying values (Schein, 1985). The second definition emphasizes the causes (founder of the organization and societal context) and effects (organizational performance, problematic mergers) of organizational culture.

The second approach to organizational culture has some similarities with the concept of climate. Climate is widely defined as the shared perceptions of "the way things are around here." It is the shared perceptions of organizational policies, practices, and procedures, both formal and informal (Schneider, 1990).

Program Evaluation

Evaluation is a systematic process of gathering information to inform, identify, and apply certain criteria or values to the information to eventually arrive at informed decisions (Scriven, 1986). Evaluation is a process of learning—what works and what doesn't work; what needs to be changed, adjusted, and expanded to work

Table 3

The Development of the Culture Concept

Stage	Date	Author(s)	Title	Primary Emphasis
1	1979	Pettigrew	On Studying Organizational Cultures	Traces the emergence and development of an organization's culture over time
1	1982	Deal & Kennedy	Corporate Cultures	Extensive discussion of the nature of culture, types of culture, and managing culture
1	1983	Gregory	A Rumpelstiltskin Organization: Metaphors on Metaphors in Field Research	
1	1983	Wilkins	The Culture Audit: A Tool for Understanding Organizations	Urges managers to adopt the culture concept as a practical tool
1	1983	Schein	Coming to a New Awareness of Organizational Culture	Definition and exploration of the concept
1	1983	Frost, Moore, Louis, Lundberg, & Martin	Organizational Culture	A series of chapters focusing on definitions of culture and on issues of managing culture, studying culture, and linking organizational culture to the societal culture
1	1983	Wilkins & Ouchi	Efficient Cultures: Exploring the Relationship Between Culture and Organizational Performance	Explores the conditions that give rise to strong cultures; delineates ways in which culture contributes to efficiency

Table 3—Continued

Stage	Date	Author(s)	Title	Primary Emphasis
1-2	1985	Schein	Organizational Culture and Leadership: A Dynamic View	In-depth discussion of the nature of the concept, its etiology, and the role of the leader in cultural exchange
2	1989	Ott	The Organizational Culture Perspective	Exploration of various definitions and defining attributes of culture as well as culture formation, management, and change

Source: Schneider, 1990

better. The "new vision" of evaluation based on research done by the Independent Sector (Gray, 1993, 1998) is nothing less than the creation of learning organizations through the practice of evaluation.

Many human service organizations are engaged in informal evaluation processes. A question often asked is whether it is really important to engage in formal evaluation as described by a systematic, conscious, ongoing process of making value judgment about a program or product. With pressures of accountability and effectiveness from external forces such as funders and the public, informal evaluation will no longer be enough to withstand the scrutiny of an external audience. Formal evaluation becomes a matter of survival in a world competing for limited funding. Human services that want to be ahead in the accountability race have to be able to do formal evaluation for survival (Worthen, Sanders, & Fitzpatrick, 1997).

Patton (1997) has identified three primary uses or practices of evaluation findings:

1. The first level is to judge the merit or worth of a product or program. This level includes summative evaluations, accountability, audits, quality control, cost-benefit decisions, decisions on a program's future, and accreditation or licensing. This level is concerned with external audiences served by the organization.

2. To improve programs is the second practice of evaluation. This includes formative evaluation, identifying the strengths and weaknesses of the program, continuous improvement, quality enhancement, being a learning organization, managing more effectively, and adaptation of a model locally. This level of practice is concerned with the internal improvement of the programs and organization.

3. The third level is to generate knowledge. This level of evaluation practice emphasizes the generalizations about effectiveness, extrapolates principles about

what works, builds theory, synthesizes patterns across programs, publishes scholarly materials, and engages in policy making. Clearly this level includes the general application of evaluation findings across organizations and sectors.

These three levels will serve as a way to operationalize evaluation practice for this study.

The professional standards of evaluation (Joint Committee on Standards for Educational Evaluation, 1994) state that an evaluation will serve the practical information needs of intended users. The emphasis is on the use of evaluation information in decision making.

An organizational culture that views ongoing and continuous learning and improvement as prominent values of the organization is in line with the thinking in the learning organization and Total Quality literature (Senge, 1994; Walton, 1986). Supported by literature, it is appropriate to acknowledge the different subsets of culture that can exist within the same organizational culture. It is further evident that some organizational cultures will be more conducive to organizational learning and thus to program evaluation (Peters & Waterman, 1982). The latter serves as a mechanism or tool for learning and development within the organization (Patton, 1997).

Within the organizational behavior context, evaluation is a central component for organizations to become learning organizations (Patton, 1997). A learning organization is an organization that

> will be able to deal with the problems and opportunities of today, and invest in its capacity to embrace tomorrow, because its members are continually focused on enhancing and expanding their collective awareness and capabilities. You can create, in other words, an organization that can learn. (Senge, 1994, p. 4)

Nevis et al. (1995) studied learning patterns of organizations within the business sector. Following are some of the core themes emerging from their research that would be significant for this study:

1. All organizations are learning systems. All organizations have formal and informal processes and structures for the acquisition, sharing, and utilization of knowledge and skills.

2. The nature of learning and the way in which it occurs are determined by the organization's culture or subcultures.

3. Organizations learn through a variety of ways. The culture of the organization has a significant influence on how organizations learn.

4. There are generic processes that facilitate learning in organizations.

They further identified seven learning styles or orientations that organizations value in learning. These seven styles are presented as bipolar variables and are significant for this study as they explain the relationship between various variables of culture aspects within the organization. The learning styles portray values, perceptions, assumptions, and behavior that organizations prefer in the learning process. The seven learning styles are as follows:

1. *Knowledge source*—Internal or external. There is a preference to acquire knowledge from either inside the organization or an external source. In evaluation, the perception might be that if evaluation is requested from an external source, it requires priority, while internal evaluation for own learning and improvement is less important.

2. *Product-process focus*—What the organization is doing is more important that how it is doing or providing services to clients. The results are more important than the way to get there.

3. *Documentation mode*—Personal–public: Knowledge is the possession of individuals rather than publicly available. In evaluation, the organization might value external evaluators more than internal people who are continuously evaluating their programs.

4. *Dissemination mode*—Formal–informal: Sharing of learning follows a formal, prescribed format rather than an informal, general discussion oriented approach. In evaluation, the emphasis might be on informal ways to evaluate progress rather than to formalize and produce results in a written format.

5. *Learning focus*—Incremental–transformative: Learning comes from making small adjustments rather than transformative and radical action. Organizations may use evaluation findings to make adjustments continuously to their programs rather than when there are crises or only at the end of a 2- or 3-year cycle.

6. *Value-chain focus*—Design–deliver: The concept of Total Quality management is applicable here—talk about a continuous improvement of the production process rather than doing inspection of the product all the time. For the purpose of evaluation, organizations will continuously look at the process of delivering services to improve their design and production rather than at their sales and delivering functions.

7. *Skill development focus*—Individual–group: The individual skill development is more important that the development of the group as a whole. Evaluation is used not to develop and improve the skills of the whole team, but individuals, usually management, use it only for making decisions.

There are basically certain underlying values, assumptions, and perceptions to the seven learning styles. The seven learning styles are a manifestation of the practice

of evaluation. The study of Nevis et al. (1995) sheds light on the possible ways that organizations learn and build a knowledge base for the current research study.

Another study that addresses organizational culture on six dimensions is Hofstede et al. (1990). Of significance for this study are the six dimensions that they identified as a result of their study: (1) process-oriented versus results-oriented, (2) employee-oriented versus job-oriented, (3) parochial versus professional, (4) open system versus closed system, (5) loose versus tight control, and (6) normative versus pragmatic.

There are similarities between the studies of Hofstede et al. (1990) and Nevis et al. (1995) insofar as they identified certain categories to cluster certain dimensions of organizational culture. The dimensions that both of these studies identified could be summarized as follows and put into the context of program evaluation:

1. *Process-oriented versus results-oriented.* These two concepts refer to organizations that are, on the one hand, involved with the process of improvement but are not too concerned about the outcomes of a program. Evaluation will then be used mainly to improve the program and will be less focused on accountability to external audiences. Many HSOs use evaluation for program improvement but to a limited extent for external accountability (United Way of America, 1996). Authors such as Worthen, Sanders, and Fitzpatrick (1997) emphasize that outcome evaluation cannot and should not operate without process evaluation. It could be, in agreement with Hofstede et al. (1990), that these two entities are on a continuum and that some organizations do only the one or the other. The ideal would be that both entities will feed into each other as a means for improvement and effectiveness within the organization. The action-oriented nature of many HSOs that view immediate response to the client's needs as more important than continuous reflection as part of

action would fit under this paradigm (Peters & Waterman, 1982). The latter authors contend that "strong" cultures are more results-oriented than process-oriented. In line with current evaluation thinking, both would be important, but a bias for outcomes would be preferable (United Way of America, 1996).

2. *Employee-oriented versus job-oriented,* or as Blake and Mouton (1964) would phrase it, people- versus task-oriented. This category is often closely related to the first one of process versus results. The question is in evaluation; what is valued in the organization? The client or the results? Have the results become more important than making a difference for clients?

3. *Open versus closed systems.* This category refers to the flow of communication within an organization. A closed system organization has a general organizational culture that discourages questioning, risk taking, acknowledgment of mistakes and learning from the mistakes. Information sharing within a closed system organization will be mostly limited to certain levels of the organization, but within an open system organization information and communication flow to all levels, back and forth. The focus of evaluation is the generation of information that stimulates communication, which can lead to informed and credible decisions. If that is going to happen, information and findings need to be shared with the whole organization to be used for improvement and accountability.

4. *Loose versus tight control.* This category refers to a management system that operates with either a strict written control system or a system that operates mainly on verbal control mechanisms embedded in the informal culture of the organization. For the present study, this category would be significant as it emphasizes management's bias in having either a written control mechanism on evaluation or a more informal attitude towards evaluation practice.

5. *Normative versus pragmatic.* This dimension addresses the difference in practice about whether an organization views its relationship with the outside world from a market driven or rule implementation perspective. The practice of staying close to the client (Peters & Waterman, 1982) could be related to the pragmatic viewpoint, while the results-oriented perspective more closely fits the normative perspective. In evaluation practice, these two perspectives are often observable within the lives of HSOs. Some HSOs do evaluation as part of their everyday work as a realization that evaluation provides information on the well-being of clients, and if clients are to be served better, then evaluation provides the means to stay close to the client. Other organizations that do not perceive evaluation as part of their normal work day do evaluation because it is part of a contractual agreement to obtain funding and to serve the needs of the funder. In the latter situation, evaluation is practiced because it has a normative requirement attached to it and not because it provides information that is a feedback mechanism for program improvement. This category would support some of the findings of other studies, such as the Independent Sector (Gray, 1993, 1998) and Patton (1997).

6. *Parochial versus professional.* In some organizations and businesses, employees' identity comes from within the organization; others derive their identity rather from the profession that they are part off. Nevis et al. (1995) phrase that as an internal versus external learning style, referring to valuing internal sources as more important in learning than external sources. The perspective of internal versus external sources has significance for this study: in certain professions such as health, social work, and counseling, evaluation is part of the operating mechanisms of the discipline. In organizations that have employees mainly in one or more of those disciplines, one would expect that evaluation would be more a way of life than in

other organizations that have people from disciplines where evaluation is not valued to the same extent. Each organization has its own internal organizational culture, however, which is based on many factors and has an influence on everybody who works there. How evaluation is practiced becomes then a synthesis between the profession that employees are part of and the internal organizational culture.

Some of the seven categories are used in this study to develop conclusions.

Literature Review for Methodology of Study

Traditionally there has been the notion that culture is best studied through qualitative methods due to the nebulous and subjective nature of the phenomenon (anthropology, ethnography) (Schneider, 1990). The methods of study should depend on the focus of study of organizational culture (Rousseau, 1990). Some examples of the focus of studies include the following: Schein (1984) focused on unconscious assumptions that are implied in action and speech of organization members; Siehl and Martin (1990) examined the values observable in patterned sequences of events, rituals, and artifacts; Cooke and Rousseau (1988) addressed the behaviors—the behavioral norms that it takes to get ahead and fit in; Peters and Waterman (1982) described the material artifacts of organizational life, such as blue suits, crew cuts, etc. According to Rousseau (1990), the different layers of culture are amenable to different research methods: "As the elements of culture we are interested in become more conscious (values), behavioral (norms), or observable (artifacts), these are accessible by both standardized and nonstandardized assessments. Assumptions unconsciously held are difficult to assess without interactive probing" (p. 167).

"Measuring Organizational Cultures: A Qualitative and Quantitative Study Across Twenty Cases," by Hofstede et al. (1990), emphasized the importance and

appropriateness of mixed methods for data collection. The data came from in-depth interviews of selected informants and a questionnaire survey of a stratified random sample of organizational members. Quantitative measures of the cultures of the 20 units were aggregated at the unit level with a questionnaire survey. The survey instrument was developed based on in-depth interviews with 180 informants across organizations. Based on literature, the current study focused on a mixed methods approach to collect data from organizations. A survey questionnaire was used to assess the organizational culture of HSOs. Program evaluation practice was assessed through a section in the same questionnaire. A limited number of interviews was conducted with each organization that was part of the study.

To obtain information about cultural factors quantitatively involves a priori identification of a feasible set of dimensions, categories, or elements that are likely to be uncovered (Rousseau, 1990). These should be well-grounded constructs in research and literature. For instance, in their research, Hofstede et al. (1990) divided their cultural constructs into symbols, heroes, rituals, and values. For the current study, the emphasis is on the organizational cultural components that focus on values (what is/should be important), beliefs (how things work), perceptions (how things are perceived to be as opposed to what is), and behavioral norms (the way people do things around here) as perceived by a limited number of participants in the organization on the nine organizational culture dimensions: organizational structure, leadership, human relations and group functioning, motivation, decision making, planning, vision, communication, and outcomes.

Further, if data are to be quantitatively collected, then a choice needs to be made about the unit of measurement (Dansereau & Alutto, 1990). For the current study, two levels in the organization—the executive and management—were

included to explore the existing organizational cultures in the participating organizations. The sum of these responses was aggregated to represent the organization as the final unit of study.

Priorities should be set among possible dimensions for study. Certain factors were assessed and others were omitted (Rousseau, 1990). The variables that were included for the current study cover the most important aspect of an organization's functioning and provide a comprehensive picture of the existing culture of the organization.

Schein (1985) referred to espoused values as the values, beliefs, and perceptions of what should be and then of values-in-use as the actual behaviors that exist in reality. Both espoused values and values-in-use form the organizational culture; the values-in-use are the behavioral and the more overt manifestations of culture, while the espoused values are the philosophical underpinnings which are normally unconscious (Argyris, 1986). The understanding of the issue of "Espoused versus Enacted Content Themes" is one that is crucial for the development of measuring organizational culture (Siehl & Martin, 1990, p. 245). Espoused content themes are the expressed opinions, beliefs, perceptions, and assumptions by individuals for themselves or on behalf of other people. In contrast, "enacted content themes" are the abstractions that capture aspects of how people actually behave, rather than how they say they behave. The integration perspective of organizational culture sees these two themes as in congruence with no ambiguity between what people believe they do and their actual behavior. The other two perspectives, fragmentation and differentiation, in a varying way acknowledge the discrepancy between belief and actual behavior.

One of the strengths of applying quantitative data analysis methods is that it offers the opportunity for interorganizational comparisons, while qualitative research can explore the meanings behind the patterns (Rousseau, 1990; Schein, 1992).

Most research is driven by methodology preferences and topical subjects rather than by theory. In this regard, the research on organizational culture is still in its earliest phases in understanding the role of culture in organizations. In the search through literature for the current study, no studies could be found that explored the relationship between organizational culture and the practice of program evaluation Thus, little progress has been made to even begin to investigate the role of subsets of culture such as evaluation culture in the broader organizational culture. The current study is an effort to make a contribution to understanding the relationship between organizational culture and the practice of program evaluation within human service organizations.

Summary

Research on organizational culture studies is still relatively young. As it is known today, it has been seriously studied only since the late 1970s and beginning 1980s (Schein, 1985; Schneider, 1990). In the business sector, progress has been made to study organizational culture and its impact on organizational effectiveness. Within the nonprofit sector and specifically the human service sector, limited research has been done to study the role and impact of organizational culture on organizational behavior. The current study is an effort to built the knowledge base of the nonprofit sector and then specifically the human service sector.

Three research questions will be addressed by this study:

1. What are the dimensions of the specific organizational cultures that are exhibited by the participating human service organizations?

2. What are the program evaluation practices exhibited by the participating human service organizations?

3. How are the different organizational cultures related to the practices of program evaluation?

The research questions as supported by literature are summarized in Table 4.

Table 4

Research Questions and Literature Summary

Research Question	Literature Source
1. What are the organizational cultures exhibited by participating HSOs?	Integration perspective of organizational culture (Barley, 1991; McDonald, 1991; Schein, 1985, 1991) Values, beliefs, assumptions, and behavioral norms (Schein, 1985) Differentiation and fragmentation perspective of organizational culture (Bartunek & Moch, 1990; Frost et al., 1991; Martin & Meyerson, 1991; Rosen, 1991; Van Maanen, 1991; Young, 1991) Quantitative data supplemented by qualitative interviews to explore the meaning behind patterns (Argyris, 1986; Schein, 1990) Definition of organizational culture as something that an organization is versus something than an organization has (Schein, 1990)
2. What are the program evaluation practices exhibited by the participating human service organizations?	Formative, summative, and knowledge generation of evaluation practice (Patton, 1997; Worthen, Sanders, & Fitzpatrick, 1997)
3. How are the different organizational cultures related to the practice of program evaluation?	Organizational culture and climate studies (see Tables 2 and 3) Espoused versus Enacted content themes (Argyris, 1986; Martin & Siehl, 1991; Schein, 1985)

CHAPTER III

METHODOLOGY

Introduction

The main purpose of the study was to explore the relationship between organizational culture and the practice of program evaluation. This chapter on the research methodology has the following subsections: research design, sampling, and selection procedures of respondents, instrumentation, pilot studies, data collection methods, data analysis description, and summary.

Research Design

In this study, descriptive information is used to assess organizational culture and the practice of program evaluation in human service organizations (HSOs). The information gathered with instruments is supplemented by semistructured personal interviews with a limited numbers of respondents in the participating organizations. The purpose of the design was to assess the dimensions of each organizational culture and the practices of program evaluation of the 26 participating organizations according to clusters.

Organizations are organized in clusters according to function. The five cluster categories of organizations are (1) community centers, (2) organizations that provide services to the developmentally disabled, (3) organizations that provide services in

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the social welfare and mental health field. (4) organizations that provide services to youth, and (5) other organizations that do not fit under any of the above categories.

For the purpose of this study, Cluster 5 data have been taken into account when all organizational data have been aggregated, but Cluster 5 individual data are not displayed, as the cluster consists of a heterogeneous collection of organizations and would generate an additional discussion that is not purposeful for this study. For descriptive statistical analysis purposes, the data of Cluster 5 have been taken into account when all organization data are presented.

In Table 5, an overview of the research design is given (Rudestam & Newton, 1992).

Table 5

Overview of Research Design: Components of Study

Method	Organizational Culture	Practice of Program Evaluation
Instrument	General questionnaire: Organizational Culture Survey Semistructured interview guide	General questionnaire: Program evaluation Practice survey Semistructured interview guide
Type of data gathered	Quantitative demographic data: Individual 90 items Likert style responses Personal interviews of 10 min with selected respondents	Quantitative demographic data: Individual 21 items Likert style responses Personal interviews of 10 min with selected respondents
Types of analysis	(Instrument) Analysis of responses per item, aggregated by category (Interviews) Identify patterns and trends	Analysis of responses per item, aggregated by category

Sampling and Unit of Study

A population of 34 human service organizations was selected for this study based on a purposive sample; 26 organizations took part in the study. The organizations are human service organizations registered as 501(c)(3) with the IRS and are located in the broader Kalamazoo, Michigan area. The 34 organizations are exhibited on the public list of the local United Way funded organizations.

For the interview section, the CEO and one staff member of each organization were interviewed, as the purpose was to gain concrete evidence of the practice of program evaluation and gain more insight into the organizational culture of the organization. The staff member was selected by the director based on willingness to participate (Hofstede et al., 1990).

The final unit of analysis is the organization (Schein, 1992). Each organization's score on the nine organizational cultures and the three evaluation practice dimensions is based on the average of the two interviewees. There are several levels of analysis: (a) per organization and per category, (b) per cluster and per category, and (c) all organizations and per category.

Interview data are analyzed according to two questions that are similar to the research questions:

1. What are the five most important values that you practice in this organization?

2. How do you practice program evaluation in your organization?

The interview data are displayed according to specific categories as they relate to literature and an emic approach.

Survey data have been analyzed according to descriptive data to display

means. To find whether there is a relationship between organizational culture and the

practice of program evaluation, Pearson product-moment correlation coefficient

statistical analysis has been applied to the survey data. Due to the fact that only 26

organizations participated in the survey and because the small numbers would affect

the accuracy of the relationship, Pearson r is calculated to report for all organizations

aggregated.

Access to the research population was gained through direct negotiations

with the executive directors of organizations (Appendix A) and consent was obtained

from all participants (Appendix B). The participation of the organizations was

solicited based on the understanding that the organization will have a completed

cultural and evaluation practice assessment available to them without any financial

investment to the organization. This assessment can serve as a basis to start a process

of improvement and change in the organization.

Instrumentation Design and Development

The survey instrument (Appendices C and D) has two sections: Section

I—Assessment of Organizational Culture, and Section II—Assessment of the

Practice of Program Evaluation.

Section I: The Organizational Culture Survey

The organizational culture survey was developed based on the

Entrepreneurial Performance Indicator Organizational Culture Survey (EPIOCS) by

the Center for Creative Leadership (Eggers & Leahy, 1994) and literature review. It

contains 90 questions and 9 categories of organizational functioning, norms, and

behavior. Minor changes have been made to the original instrument. The instrument is based on an open systems model of organizations—a premise that people interact with their environments to reach congruence between people, structures, and processes (Beer, 1980).

The instrument covers 9 categories and 26 dimensions of organizational behavior, as presented in Figure 1.

Section II: Practice of Program Evaluation Survey

This section consists of 21 items and measures three areas of program evaluation practice. These areas were developed based on the work of prominent authors in the field of program evaluation, such as Patton (1997) and Worthen, Sanders, and Fitzpatrick (1997). The 3 areas are:

1. *Formative practice*: Program evaluation is practiced in a way that the information is used to improve programs, the organization, and the functioning of employees within the programs.

2. *Summative practice*: Program evaluation is practiced to determine the merit and worth of a program or product.

3. *Generation of general knowledge*: Program evaluation is practiced as meta-evaluation, impact evaluation, and cost-benefit analysis. Information is shared with a cross sectional group of organizations.

The 21 items that relate to each area are provided in Figure 2.

The total instrument used a 5-point Likert scale ranging from 1–strongly disagree to 5–strongly agree, and two scales indicating NEI = Not enough information, N/A = Not applicable. The two scales (NEI and N/A) were not taken into consideration when data were analyzed. The unsure category (3) was treated as

Organizational structure
    Job design
    Work group processes/performance
    Organizational integration

Human relations/group functioning
    Conflict
    Job pressure
    Training and development
    Selection
    Job satisfaction
    Commitment
    Trust

Leadership
    Openness to change
    Recognize contributions
    Leadership confidence

Planning
    Clear, thorough and comprehensive planning processes

Vision
    Vision clarity

Communication
    Openness/vitality
    Challenge up
    Downward communication
    Across groups communication
    Performance feedback

Decision making
    Getting adequate information
    Delegating

Motivation
    Rewards/ social justice
    Performance facilitation

Outcomes
    Product/services quality
    Customer satisfaction

Figure 1. Categories and Dimensions of Organizational Behavior.

Formative Practice:
2. Evaluation information is used to improve our programs.
3. Evaluation is an important part of the work of my team.
7. Evaluation information is used to plan programs.
17. Evaluation is usually done by the staff of programs.
12. Evaluation is part of our formal organizational meeting structure.
10. Evaluation is viewed as a conscious process for improvement.
14. Evaluation is done in a formal, written way in my organization.

Summative Practice:
4. Evaluation is mainly done for funders.
5. Evaluation is done to report the benefits of programs to the public.
6. Evaluation is done at the end of a program or event.
8. Evaluation is intended to judge the work of others.
13. Evaluation is done by external evaluators.
1. Evaluation is used to inform external audiences about the progress of the organization.
15. Evaluation is an important way to show accountability to the public.

General Knowledge:
20. Evaluation contributes to accumulated learning.
11. Evaluation findings are shared between work groups.
9. Evaluation findings are shared on an organizational level.
16. Evaluation is practiced as a conscious value of the organization.
18. Evaluation information is shared with other organizations.
19. Evaluation findings are received from other organizations.
21. Evaluation is everybody's job.

Figure 2. Survey Questions Related to Areas of Program Evaluation Practice.

if the respondent knew what the answer was but was not sure whether the behavior is observed in the organization.

Validity

The EPIOCS (Eggers & Leahy, 1994) is designed to measure dimensions of organizational functioning, norms, and behavior. To support these claims, content

areas and phrasings of items in the survey were derived from a comprehensive review of leading theorists in organizational performance. This process heightens the content validity and comprehensiveness of the survey.

The full instrument was administered to the two staff members of each of the 26 organizations, while the leadership category was omitted for completion by staff members only of the organization.

To establish content validity of the instrument, two evaluators with organizational development experience were asked to develop their own categories of the instrument and then their responses were compared to the categories of the instruments. The results were reasonably close to support the validity of the instrument. To establish reliability, 30 graduate students in program evaluation, and administrative and professional staff at Western Michigan University took the instrument twice in 2 weeks. A test-retest procedure was followed. Reliability was established at a correlational coefficient level of .81, which is an acceptable level of reliability.

The selection of the EPIOCS to serve as the basis for the organizational culture part of the instrument to correlate with the practice of program evaluation is based on the following reasons:

1. The EPIOCS is based on open systems theory that is built on basically the same principles as Total Quality Management and Learning Organizations (Senge, 1994). Program evaluation for the purpose of this study is defined in an open system context (Gray, 1993, 1998). Both the EPIOCS and practice of program evaluation sections of the survey concentrate on the same assumptions about organizations.

The EPIOCS was mainly applied in the business sector, with minor changes in some phrasing, that is, changing *company* to *organization*, as is appropriate to use

with the human service sector. The face validity of the appropriateness of the instrument has been supported by the review panel and through communication with the Center for Creative Leadership (Eggers & Leahy, 1994).

An interview guide was developed based on literature. Two questions were asked:

1. What are the five most important values that you practice in this organization?

2. How do you practice program organization?

Each interview was 20 minutes in length.

Documents were obtained from organizations to (a) establish triangulation, and (b) gain concrete evidence of the practice of program evaluation and organizational culture. The documentation review consisted of mission statements, strategic planning information, and evaluation reports and instruments.

Data Collection Methods, Pilot Studies, and Procedures

An overview of the data collection methods, pilot studies, collection procedures, and time line is presented in Table 6.

Data Analysis

A description of the research questions, instruments and analysis of the data is given in Table 7.

The interviews with the 26 CEOs or senior management and one staff member of the participating organizations were conducted to explore the organizational "enacted content themes" (Argyris, 1986)—the concrete evidence of the practices of program evaluation in the organization.

Table 6

Overview of Data Collection Procedures and Time Line

Task	Procedure	Time Line
Develop survey instrument for both variables: organizational culture and program evaluation practice	Review of literature for appropriate instruments; based on finding, make a decision to either design or use a specific instrument	July–August 1997
Finalize dissertation proposal	Develop the first three chapters of the dissertation for approval by dissertation committee	August–October 1997
Apply for approval of proposal to HSIRB	Complete the required paper work	December 1997
Validation of instrument: pilot testing	Two evaluators reviewed survey instrument; administer the survey instrument to EDLD 642 students and staff at WMU (twice)	January 1998
Identification of participating organizations	Use all 34 HSO organizations from the Greater Kalamazoo United Way funded agency list; make appointments with CEOs to gain their support and participation in the study; make tentative appointments to administer the instrument and interview one staff member	January 1998
Administer instrument to 34 organizations	Arrange to administer the instrument personally to each organization; conduct interviews with director and one staff member	January–March 1998
Analyze data	Computer input of questionnaires and analyze interviews	March–April 1998
Draft of analysis and findings	Organize and write up the analysis and findings	May 1998
First draft of whole dissertation	Revise, adjust, and change dissertation for first review	June 1998
Defense	Hold defense	July 21, 1998

Table 7

Overview of Research Questions, Instrument, Variables, and Analysis Methods

Research Question	OCS[a]	PEPS[b]	Variables	Analysis Method
1. What are the dimensions of organizational culture that are exhibited by the participating HSOs?	X		9 categories of instrument: Interview data	Short description of each cluster of organizations
2. What are the evaluation practices exhibited by the participating HSOs?		X	3 areas of evaluation practice on survey	Description of each cluster of organizations
3. How are the different organizational cultures related to the practices of program evaluation?	X	X	Results of instrument and interviews	Patterns and trends, frequency comparisons, correlations

[a]Organizational Culture Survey
[b]Practice of Program Evaluation Survey

Summary

A survey instrument was applied to assess the organizational culture and the practice of program evaluation in HSOs. The organizational culture instrument has been developed based on literature and a survey by the Center For Creative Leadership (Eggers & Leahy, 1994). The second part of the instrument has been developed for the study by revision of relevant literature. Validation of the total instrument was done by two evaluators with experience in organizational development. The reliability of the instrument was established by a test-retest method, administered to a graduate student class in program evaluation, and

administrative and professional staff at Western Michigan University. The 26

participating HSOs represented a population of United Way funded human service

organizations in the greater Kalamazoo area. The instrument was administered to the

26 organizations in person by the researcher. Individual interviews were conducted

with the CEOs or senior management and one staff member from the 26 participating

organizations for meaning, patterns, and "enacted content themes" (Argyris, 1986;

Schein, 1985) in program evaluation and organizational culture.

Data analyses included (a) an organizational response from individual

responses, developed into categories to determine both the organizational culture and

practice of program evaluation; (b) a short description of each cluster of

organizations as it relates to organizational culture and the practice of program

evaluation; (c) a description of the similarities and differences between the

organizations in regard to organizational culture and the practice of program

evaluation; and (d) a description of the relationship between organizational culture

and program evaluation practice across 26 organizations.

CHAPTER IV

DATA ANALYSIS AND RESULTS

The purpose of the study was to explore the relationship between organizational culture and the practice of program evaluation in human service organizations.

The related research questions were:

1. What are the organizational cultures exhibited by the participating organizations?

2. What are the evaluation practices exhibited by the participating HSOs?

3. How are the different organizational cultures related to the practices of program evaluation?

This chapter provides the findings to these research questions. For practical purposes, the results have been organized in clusters of organizations with the same function and service. This categorization is a natural way to talk about the findings and portray more interesting comparisons. Individual organizations' results are still given. The survey results are presented on three levels: per organization, per cluster, and all organizations.

The cluster categories of organizations are community centers (5), organizations that provide services to the developmentally disabled (5), organizations that provide services in the social welfare and mental health field (6), and organizations that provide services to youth (5).

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The results are compiled from surveys and interviews from each organization. The survey covered nine categories of organizational culture, with 90 questions for employees, 73 questions for directors, and one section of 21 questions in three categories on the practice of program evaluation for all participants. Interviews were conducted with at least one person per organization. In most cases, two interviews were conducted with each organization, answering two questions:

1. What are the five most important values that you practice in this organization?

2. How do you practice program evaluation?

Of the 34 United Way funded organizations that were part of the population, 26 were willing to participate. From 24 organizations, two surveys each were completed, while two organizations completed one survey each. In 16 organizations, two interviews per organization were conducted. In 10 organizations, one interview was conducted with participants. The data for Cluster 5 organizations (five organizations) are not included in the analysis, because these organizations are heterogenous in nature and require an analysis of their own.

Interview data were transcribed from recordings and then typed and printed. Analysis consisted of themes, patterns, meaning, and interpretation linked to the theoretical framework. Key categories were assigned based on an emic approach and on the literature. Data were coded into categories. Descriptive statistics were developed for the survey data, aggregated per organization, and clustered into organizational categories per service area. All the survey data were usable and none had to be discarded.

Major areas of investigation generated by the research questions and some additional variables are shown in Figure 3.

Organizational Culture:

- Organizational structure that included job design, work group processes/performance, organizational integration

- Human relations/group functioning include conflict, job pressure, training and development, selection, job satisfaction, commitment, and trust

- Planning included clear, comprehensive and thorough planning processes

- Vision included vision clarity and direction

- Leadership included openness to change; recognize performance contributions; and leadership confidence.

- Communication included openness/vitality, challenge up, downward communication, across group communication, performance feedback

- Decision making included getting adequate information and delegating

- Motivation included rewards/social justice and performance facilitation

- Output included services quality and customer satisfaction

- Shared Values consciously practiced in organizations

Practice of Program Evaluation:

- Formative evaluation practice includes improvement of programs, organizations and employees within organizations

- Summative evaluation practice includes determining the merit and worth of a program or product, decisions on an organization of program's future, outcomes of programs, accountability to external audiences (public and funders)

- General development of knowledge includes program generalizations about effectiveness, extrapolation of principles about what works and what doesn't, building of theory, synthesis of patterns across programs, publishing of scholarly materials, policy making, sharing and applying evaluation across organizations and sectors

Figure 3. Major Areas of Investigation and Additional Variables.

Research Question 1: What Are the Organizational Cultures
That Are Exhibited by Participating HSOs?

To answer Research Question 1, (a) cluster survey data are displayed

according to organization, and (b) all cluster data are compared according to

dimension.

Interview data served as supplement for survey data, establishing greater

understanding by explaining the context of organizational cultures. Interview data

explain "theories-in-action," while survey data based on perception refer to

"espoused theories" (Argyris, 1986).

Schein (1985) refers to "espoused values" as the values, beliefs, and

perceptions of what should be, and "values-in-use" as the actual behaviors that exist

in reality. Both espoused values and values-in-use form the organizational culture.

The values-in-use are the behavioral and the more overt manifestations of culture;

while the espoused values are the philosophical underpinnings, which are normally

unconscious (Argyris, 1986).

The survey data on nine quantitative dimensions of organizational culture are

exhibited in Table 8.

Cluster 1: Community Centers

Figure 4 exhibits Cluster 1 organizations' survey data on nine organization

culture dimensions.

In Cluster 1, the organizational cultures are shown in the following ways (see

Table 8 and Figure 4):

1. Organizations in Cluster 1 exhibit organizational cultures that place high

value on client satisfaction and the quality of their service delivery.

Table 8

Organizational Culture on Nine Quantitative Dimensions: All Organizations

Cluster	Organi-zation	Leader-ship	Vision	Outcomes	Motiva-tion	Commun-ication	Decision making	Structure	Planning	Relatio n-ship
1	1	3.88	3.67	4.45	3.08	3.65	3.92	3.57	3.67	4.07
	2	4.52	4.00	4.41	3.83	3.94	4.00	3.59	4.00	3.56
	3	4.76	3.50	4.50	4.17	4.17	4.00	3.99	3.50	3.90
	4	4.58	3.83	4.58	3.50	4.38	4.42	4.22	3.83	4.34
	5	3.23	3.83	4.06	4.50	3.57	5.00	3.90	3.83	3.38
Cluster Total		4.20	3.77	4.42	3.84	3.93	4.08	3.87	3.74	3.87
2	6	4.89	4.83	4.25	4.62	4.45	4.91	4.28	4.50	3.37
	7		4.67	4.83	4.16	4.33	4.33	4.38	4.33	4.64
	8	4.24	3.83	4.67	3.79	3.63	3.58	3.23	4.50	3.50
	9	4.77	4.17	4.92	4.62	4.06	4.58	3.88	4.33	4.21
	10	4.11	4.17	4.08	3.41	3.63	4.00	3.74	4.17	3.69
Cluster Total		4.50	4.30	4.60	3.90	3.99	4.28	3.76	4.24	3.92

Table 8—Continued

Cluster	Organi-zation	Leader-ship	Vision	Outcomes	Motiva-tion	Commun-ication	Decision making	Structure	Planning	Relatio n-ship
3	11	4.76	3.67	4.74	4.00	4.09	4.58	3.76	3.83	4.10
	12	4.70	4.17	4.41	4.79	3.85	4.08	3.64	4.33	3.71
	13	4.76	3.33	4.66	3.87	4.32	4.33	4.25	4.33	4.21
	14	4.65	3.50	4.50	4.12	4.32	4.50	4.25	3.33	4.17
	15	4.76	3.50	4.41	4.04	4.59	4.08	3.62	3.33	4.22
	16	4.41	4.33	4.67	3.79	4.29	4.66	3.79	4.33	3.55
Cluster Total		4.68	3.75	4.57	3.94	4.25	4.35	3.85	4.02	3.93
4	17	3.65	4.22	4.00	3.43	3.81	4.16	3.54	4.11	3.69
	18	4.59	4.50	4.41	4.87	4.60	5.00	4.62	5.00	4.77
	19	4.41	4.83	4.50	3.94	4.31	4.16	3.72	4.83	4.11
	20	4.47	4.67	4.33	4.41	4.55	4.66	4.38	4.83	4.45
	21	—	3.83	5.00	3.75	3.74	4.08	3.56	3.50	3.90
Cluster Total		4.15	4.39	4.41	4.11	4.18	4.39	3.92	4.17	4.16
All Organizations		4.38	4.05	4.50	3.95	4.09	4.27	3.85	4.04	3.97
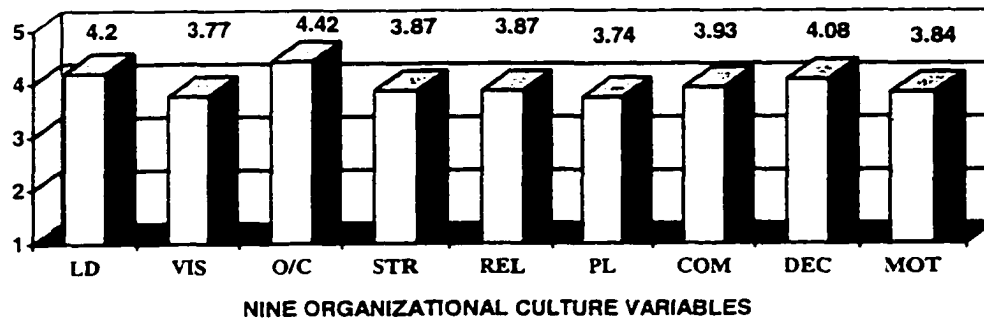
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 4. Cluster 1: Organizational Culture on Nine Dimensions.

2. Leaders are trusted and are considered to have an openness to change. They recognize performance contributions of employees, who, in turn, have a high level of confidence in their leadership. Leaders have a respect for contributions, share information freely with the rest of the organization, value input, include employees in decision making, and delegate tasks .

3. Decision making is based on adequate information and appropriate delegation.

4. Communication is considered adequate on the levels of openness; up-, down-, and across-group communication; and feedback on performance.

5. Relationships and group functioning are conducive to achieving organizational goals. Although many organizations experience job pressure, commitment and job satisfaction are high, while training and development are just above the unsure response, which is an indication that this area might need attention to strengthen professional skills and personal development.

6. The organizational structure that includes job design, work group processes, and organizational integration is considered to be adequate to reach organizational goals.

7. The two areas that are the lowest of the dimensions are planning and vision, though they are still considered adequate to achieve organizational goals.

Cluster 2: Organizations That Serve Populations With Developmental Disabilities

Figure 5 exhibits the organizational culture of Cluster 2 organizations on nine dimensions.
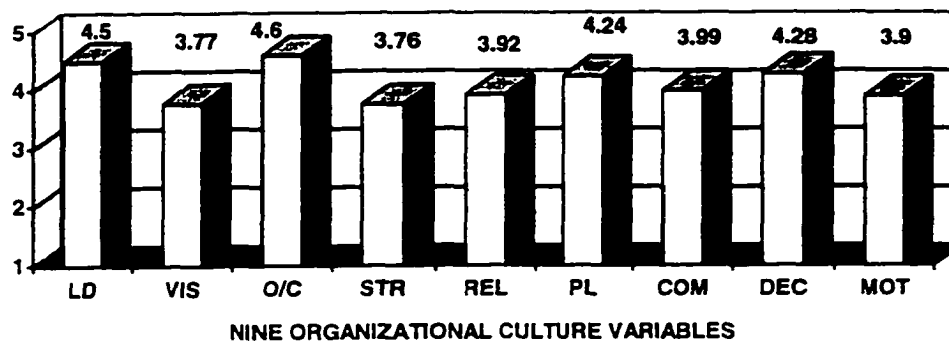
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 5. Cluster 2: Organizational Culture on Nine Dimensions.

In Cluster 2, the organizational cultures are exhibited in the following ways (see Table 8 and Figure 5):

1. Quality service and client satisfaction are valued as very important.

2. The leadership dimension is placed second, because their leaders are trusted and are considered having an openness to change. They recognize

performance contributions of employees, and the employees have a high level of confidence in leadership. Leaders have a respect for contributions, share information freely with the rest of the organization, value input, include employees in decision making, and delegate tasks.

3. There is a clarity of vision and direction for the future. Decision making is based on adequate information and planning.

4. Communication is considered adequate to achieve organizational goals.

5. Human relations and group processes are considered as conducive to achieve organizational goals.

6. Motivation is adequate.

7. Organizational structure received the lowest mean of the nine dimensions in this cluster but can still be considered as adequate to achieve organizational goals.

Cluster 3: Organizations That Provide Services in the Social Welfare and Mental Health Field

Figure 6 exhibits Cluster 3 organizational cultures on nine dimensions. Cluster 3 organizations exhibit the following organizational cultures (see Table 8 and Figure 6):

1. Leadership is conceived as having an openness to change. Leaders are trusted and recognize performance contributions of employees. Employees exhibit a high level of confidence in leadership. Leaders have a respect for contributions, share information freely with the rest of the organization, value input, include employees in decision making, and delegate tasks.

3. Client satisfaction and quality services are high priorities for these organizations.
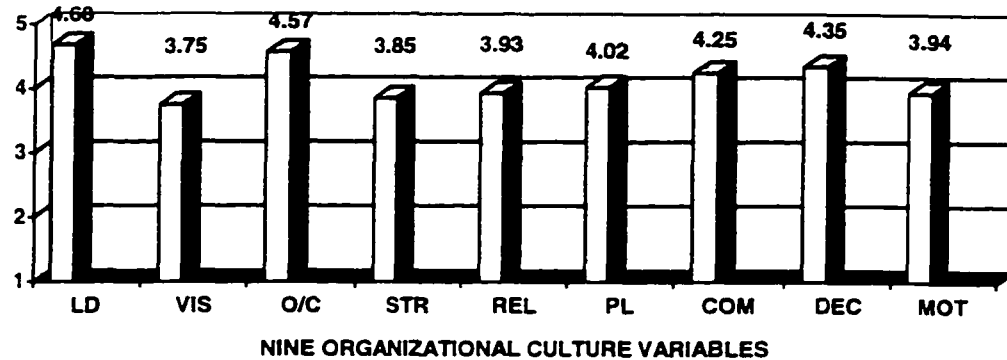
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 6. Cluster 3: Organizational Culture on Nine Dimensions.

4. Decision making is based on adequate information.

5. Communication is considered adequate on the levels of openness; up-, down-, and across-group communication; and feedback on performance.

6. Planning is considered as adequate to achieve organizational goals.

7. Motivation and human relations and group processes are conducive to reach organizational goals.

8. Organizational structure is considered as adequate to reach organizational goals.

9. Clarity of vision has the lowest mean of all the dimensions and reflects that organizations in this cluster do plan adequately but that their clarity of vision might be expanded to be closer in alignment with their quality of service, planning, and client satisfaction.

Cluster 4: Organizations Providing Services to Youth

Figure 7 exhibits the organizational culture of Cluster 4 organizations according to the survey data.
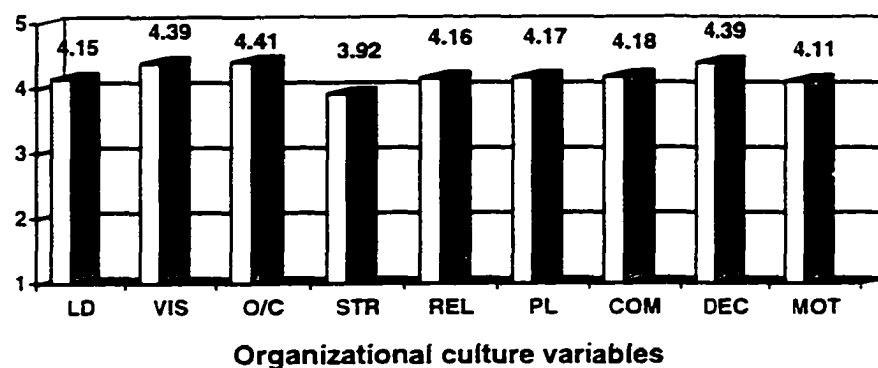
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 7. Cluster 4: Organizational Culture on Nine Dimensions.

Cluster 4 exhibits the following organizational culture (see Table 8 and Figure 7):

1. Client satisfaction and quality of service are high priorities.

2. Decision making is based on adequate information, and vision clarity is high.

3. Communication, planning, and human relations are considered as adequate to achieve organizational goals.

4. Leadership is conceived as having an openness to change, is trusted, and recognizes performance contributions of employees. Employees exhibit a high level of confidence in leadership. Leaders have a respect for contributions, share

information freely with the rest of the organization, value input, include employees in decision making, and delegate tasks.

5. Organizational structure has the lowest mean of all the dimensions but is still within the adequate range to achieve organizational goals.

Table 9 exhibits the qualitative dimensions of organizational culture as it refers to organizational values.

The dimension of outcomes, and specifically quality services and client satisfaction, had the highest reported mean on the survey data by Cluster 1 organizations and might be considered the most important component for these organizations. The interview data support this notion, as all the organizations mentioned client-centered values as the most important value that they practiced. It is fair to say that Cluster 1 organizations have more of an integration perspective of organizational culture, because their perceptions and assumptions of behavior are in congruence with their actual behavior, as portrayed by their values-in-action.

An interesting observation is that although Cluster 1 organizations place high value on client satisfaction and quality service, the dimension of planning and visioning, which will include the strategies to achieve these goals, has the lowest mean of all the dimensions. None of the organizations explicitly mentioned planning and visioning as one of the five most important values that they practice in their organizations.

The organizational culture survey data are supported by interview data insofar as client satisfaction and quality service are priorities for Cluster 2 organizations. Client-centered values form the core of the values practiced by organizations in this cluster. This is in line with the integration approach to organizational culture (Schein, 1991b).

Table 9

Organizational Culture and Organizational Values: All Organizations

Cluster	Client-centered Values	Service-oriented Values	Working Together Values	Organizational Learning Values	Partnership Values	Volunteerism
1	1. Valuing the diversity of clients 2. Sense of community 3. Empowerment 4. Enrichment 5. Confidentiality 6. Problem solving and conflict resolution 7. Equity 8. Service 9. Fairness, dignity, and respect	1. High standards for service and quality programs 2. Improving the quality of life 3. Providing opportunities 4. Creating a caring network 5. Accessibility 6. Open communication 7. Service 8. Holism 9. Fair and timely responses 10. Advocacy	1. Diversity of staff 2. Benefits to staff	1. Change 2. Leadership 3. Teamwork	1. Collaboration 2. Holism	1. Open communication 2. Appreciation
2	1. Empowerment 2. Nondiscriminatory attitude	1. Advocacy 2. Independence	1. Honesty	1. Values thinking 2. Reflection		

Table 9—Continued

Cluster	Client-centered Values	Service-oriented Values	Working Together Values	Organizational Learning Values	Partnership Values	Volunteerism
2 cont.	3. All have the right to work 4. Productivity 5. Respect for people	3. State-of-the-art technologies 4. Support network	3. Collectively we can do anything 4. Results oriented 5. Staff input is values—members and staff bring up issues and we look at them and then make decisions 6. Staff resolve conflict among themselves 7. Management interprets requirement of the external environment; staff find methodology that will give results 8. Values of organization are included in job descriptions and staff evaluations 9. Participation and collaboration among staff, volunteers, and management	3. System changes are important 4. Handling of conflict in a constructive way 5. Discuss differences, listen to each other, ask questions, formulate common understanding and common language 6. Collect data everyday as part of their job 7. We let people make mistakes and learn from it 8. We try out new things, get suggestions and feedback and change things and try it again		

Table 9—Continued

Cluster	Client-centered Values	Service-oriented Values	Working Together Values	Organizational Learning Values	Partnership Values	Volunteerism
3	1. Honors the people we are and the people we serve 2. Respect and dignity—respect and value for our clients and others who receive our services 3. Regardless the ability to pay 4. Compassionate and caring 5. Meet people where they are	1. Stewards of (community) resources 2. Partnership based in open and honest communication 3. Responsiveness 4. Availability of services 5. Empowerment to help themselves 6. To provide basic services 7. Quality services and planning	1. Decisions are measured against values 2. Forums facilitate productive leadership/staff relationships 3. Staff developed a mission statement for themselves 4. Team work			
4	1. Respect for each other and our clients 2. Development of youth to make ethical choices 3. Children to become responsible, caring, and competent adults	1. Innovation—innovated ideas for programing 2. Building of citizenship 3. Developing the meaning of everyday living values and build that into our programs	1. Valuing of resources—monetary as well as human 2. Listening to others 3. All take responsibility to let the organization run smoothly 4. Team approach is valued	1. Search for quality/quality improvement 2. Positive work environment 3. Trust 4. Positive handling of conflict 5. Value input from everybody 6. Respect		

Table 9—Continued

Cluster	Client-centered Values	Service-oriented Values	Working Together Values	Organizational Learning Values	Partnership Values	Volunteerism
4 cont.	4. Honoring the right to make choices that affect their lives 5. Development of character, honesty, truthfulness, integrity	4. Commitment to quality 5. Services must be practical and marketable	5. Everybody has something to offer 6. Success of program depends on the quality of our staff 7. Adult participation is valued in the organization 8. Diversity of volunteers and consumers 9. Everybody has the opportunity for input 10. Open communication between board and staff 11. Level of trust high 12. Develop an environment where everybody feels that they have something to offer 13. Personal staff development program—it pays for personal growth and development opportunities	7. Partnership 8. Interactive leadership 9. Risk taking 10. Broad parameters for risk taking 11. Making mistakes 12. Positive work environment		

According to the Total Quality Management (TQM) approach, job design and workflow (organizational structure and integration) are some of the most important variables to build a strong TQM culture (Sashkin & Kiser, 1993). According to the organizational culture survey data, Cluster 2 organizations perceive the organizational structure to be the least functional of the nine organizational culture components. The interview data of Cluster 2 organizations do not support the importance of the organizational structure, which tends to lead to the conclusion that Cluster 2 organizations have learning organization values in place that they practice, but the importance of organizational structural variables is not a conscious value.

According to the organizational culture survey data, Cluster 3 organizations perceive their leadership as being very effective, while, similar to the previous two clusters, client satisfaction and quality services are considered high priorities. The most important values they consider that they practice are client-centered values. Cluster 3 organizations' values-in-practice and perceived organizational activities are in congruence, as they relate to priority on quality of service, client satisfaction, and client-centered values.

The dimension of planning is reported as being third on the list of priorities on the organizational culture nine dimensions, but clarity of vision is least important. This might raise a question about the content of the planning processes and to what extent that planning is long or mainly short-term based (Vaill, 1989). Another question is raised about the leadership of Cluster 3 organizations; that is, if they have highly developed leadership skills, why is visioning considered the least important of all the organizational culture dimensions?

Client satisfaction, quality services, decision making, visioning, communication, and planning—in that order—are considered as the most important

priorities, according to the organizational culture survey for Cluster 4 organizations. Interview data support the survey data in the sense that most of the organizations in this cluster put a high priority on client-centered, service-centered, and "working together" values. Leadership is described within the context of a transformational leadership style; values are based on open communication, shared responsibility, and decision making (Burns, 1978; Drucker, 1990a). The fact that the leadership dimension on the organizational culture survey received a fairly low rating in comparison to the other dimensions may be due to the fact that most of these organizations consider their leadership as more transformational than transactional—less in a follower-leader style.

Organizational structure has the lowest rating of the nine dimensions. It might be considered the least important variable to achieve organizational goals, although it is considered by Sashkin and Kiser (1993) as one of the most important variables to develop a TQM culture.

Comparison of Organizational Culture Across Clusters

Organizational culture survey data across clusters are displayed in Figure 8.

There are no discernible differences among the clusters on the nine organizational culture dimensions, with all demonstrating high scores.

The value dimension (interview data) were similar across the four clusters: high value on client-centered values, service-centered values, and "working together" values; and relationship between staff, volunteers, and leadership. Some interesting organizational learning values were manifested by many organizations, such as search for quality and improvement, valuing the feedback and input from all levels of the
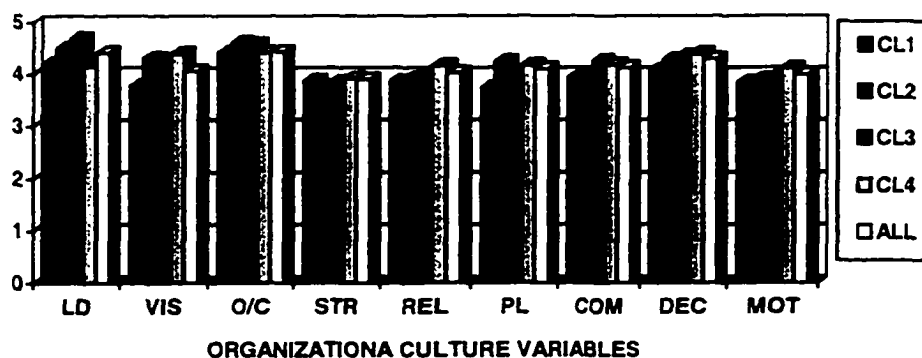
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 8. Organizational Culture Across Clusters.

organization, and the importance of risk taking and experimentation to bring about positive change.

The interview data, to a great extent, support the results of the survey data that there are no significant differences between the organizational cultures of the participating human service organizations. Only minor differences exist in the way the nine organizational culture variables were organized.

Research Question 2: What Are the Evaluation Practices Exhibited by the Participating HSOs?

Table 10 displays the practice of program evaluation survey data according to all participating organizations and per cluster.

Cluster 1: Community Centers

The community centers (Cluster 1) program evaluation practices are displayed in Figure 9.

Table 10

Practice of Program Evaluation Survey Data: All Organizations and Clusters

Cluster	Organization	Formative Evaluation Practice	Summative Evaluation Practice	Generation of General Evaluation Knowledge
1	1	3.57	3.21	3.64
	2	3.71	3.07	3.78
	3	3.57		3.78
	4	3.14	2.93	3.71
	5	3.57	2.71	3.42
	Cluster Total	3.51	3.02	3.70
2	6	4.07		4.21
	7	4.14	4.14	3.71
	8	4.14	3.14	3.86
	9	4.21	3.86	3.78
	10	3.86	3.14	3.86
	Cluster Total	4.08	4.43	3.90

Table 10—Continued

Cluster	Organization	Formative Evaluation Practice	Summative Evaluation Practice	Generation of General Evaluation Knowledge
3	11	3.57	3.35	3.57
	12	3.86	2.86	3.71
	13	3.50	3.57	3.86
	14	3.86	3.86	3.71
	15	3.00	2.92	3.71
	16	3.57	3.00	3.57
	Cluster Total	3.59	3.23	3.70
4	17	3.62	3.09	3.62
	18	4.14	4.14	4.07
	19	3.86	3.36	4.14
	20	4.07	3.71	4.21
	21	3.43	3.14	3.28
	Cluster Total	3.84	3.48	3.87
All Organizations		3.75	3.30	3.80
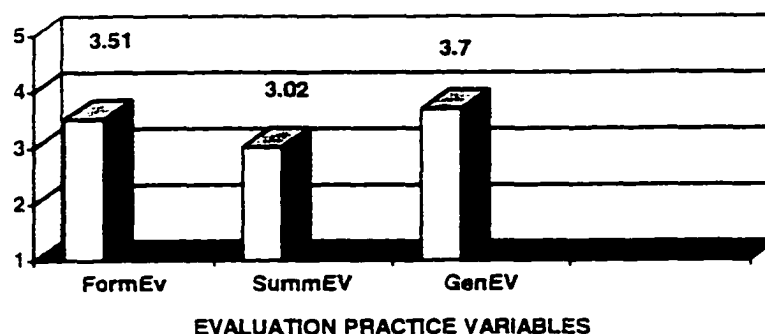
Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 9. Cluster 1: Program Evaluation Practice Survey Data.

Organizations in Cluster 1 exhibit the following program evaluation practices, according to the survey data (see Table 10 and Figure 9):

1. In the general knowledge area of program evaluation that consists of sharing of information across organizations and across groups, meta-evaluation received the highest mean of the three evaluation practices. Does this mean that organizations in Cluster 1 put a high priority on sharing information across organizations and consciously generate theory based on evaluation findings? What might be more accurate is to say that these organizations aspire to be involved in these activities rather than actively doing them. The interview data support this observation. It is fair to say that some organizations in this cluster do share some aspects of their more formal evaluation practices with external organizations and internal groups.

2. Formative evaluation practices are moderately high. A variety of different practices exist. Most formative evaluation practices are done in an informal way

through staff meetings and at the end of an event. Formative practices are integrated in everyday operations and often are not called evaluation. Employees will talk about *feedback* or *discussion.* Volunteers and participants in programs are involved in informal evaluations with staff. Some formal formative evaluations are done after the end of a workshop or an event. The information usually is applied to improve the program for the future. Client satisfaction is one form of formal formative evaluation that is used by Cluster 1 organizations.

3. Summative evaluation practices have the lowest mean of the three evaluation practices but still are found at a moderate level. Based on the fact that summative evaluation practices need to be a formal process requiring written reports, it is understandable that summative evaluation practice would be the least done of the three evaluation activities. Most organizations place a high value on informal formative evaluation practices and therefore often do not see the need to do more formal, summative evaluation activities, such as end-of-the-year or end-of-cycle written evaluations.

The most important summative evaluation practices that are happening are formal funder-oriented reports provided annually to funders, consisting mainly of quantitative information. Most of the Cluster 1 crganizations are involved in developing outcome-based evaluation for their programs as an initiative by a local funder. It is a process that is still in the beginning phases, and many of the organizations are still learning what it is about and are trying to make it part of their organizational philosophy.

Strategic planning and the use of evaluation information is one other summative evaluation practice that many of the organizations are engaged in. It usually takes the form of an assessment with the broader community to determine the

satisfaction level with the service of the organization and to determine the needs of the community at large.

Formative Program Evaluation Practice (Interview Data)

Four out of five community centers practice formative evaluation mainly on an informal day-to-day basis. One community center practices mainly summative evaluations. There are a variety of different formative evaluation practices in Cluster 1 organizations.

Informal Formative Evaluation. Four of the five community centers practice formative evaluation mainly on a subconscious level and most of the time do not call it evaluation. They use the information to make adjustments to their programs.

Organization 1:
After a babysitting class for instance we will ask participants Was the class effective, did you learn something, is there a skill that you can apply?
The information affect change too—we use the information to change the course or maybe content or instructor. We do more verbal, informal evaluations after events.

Organization 2:
We have in the past through staff discussions change things—we sit down and discuss it. We have a holiday program that we get verbal feedback—but we don't do anything on a formal written way for that program. Our volunteers also take part in informal evaluations. The people who participate in the programs evaluate a lot of the programs—usually at the end of the program.

Organization 3:
We use the information to change our programs—we sit down and talk about it.

Organization 4:
We have a variety of programs—but usually it is after an event for example with our STEP program—we talk to the parents and we get direct feedback from the teacher. That is verbal and not written evaluation. Clients in some of our other program will give us verbal feedback of how we can change something. We do it mostly internally with our staff.

<u>Formal Formative Evaluation</u>. The formal formative practice consisted mostly of quantitative measures, was event-centered, and was funder-driven.

Organization 1:
On a monthly basis the numbers that we provide is in service areas and identifying how many clients were served.

Organization 2:
In the past we have been mainly bean counters. We used the numbers in the past to justify programs and get funding.

Organization 3:
We have for instance a person assigned to collect the information after an event from questionnaires to volunteers in the program. We ask them how were your experiences, rate it and ask for any other information or ideas how we can improve the program.

Organization 4:
We have written evaluations for all our youth programs—we get feedback from parents and youth. There is one program that we get statistics from juvenile court on how well the program is doing. With the emergency program we pretty much work on numbers—how many people come and do we serve.

Organization 5:
We do recreation for youth and that program is possible the most formally evaluated of all our programs. After a workshop we give them a form to fill in about what did they learn and how can they apply the information in their own lives? We use then that information to change the workshop format or contents.

All of the five community centers do some form of client satisfaction for one or more of their programs. The client satisfaction feedback is mostly tied to programs and how to improve the general functioning of the program.

Organization 1:
We do client satisfaction with mental health clients—we have a comment box where people could put in their surveys. We asked them were you satisfied with the services.

Organization 2:
We do client satisfaction mostly through observation and anecdotal information. When we do Christmas baskets people express their gratitude verbally and some write notes afterwards.

Organization 3:
We do only very limited client satisfaction—mostly verbal.

Organization 4:
We do client satisfaction with our volunteers—to get their perspective on how we are doing. It is in the form of a question at the end of a thank you letter after our Christmas program.

Organization 5:
We do client satisfaction surveys when we do our strategic planning process.

Summative Program Evaluation Practice (Interview Data)

Formal, Funder-oriented. Four of the five community centers stated that their main formal evaluation was done annually for reporting to funders for funding purposes. The main funding sources for community centers are the community through United Way, donations, or other local foundations. Sometimes they are part of a block grant from the state. These evaluations are usually done by the end of a budget period, and to get follow-up funding, written evaluations need to be done. Usually it is a form with mainly quantitative data.

Organization 1:
In the past what we did is what the funder wanted—mostly the numbers—counted heads. We will do a monthly and six monthly report basically on the numbers—people served, where did they come from

Organization 2:
Done evaluation around reporting to funders—we tracked the numbers on a monthly basis. It is helpful to us to track the numbers geographically to see in what areas do we get more people.

Organization 3:
I believe that our funders are still working with the case work philosophy and case work methodology is still dominating. In the past we looked at maintenance and not at behavioral changes.

Organization 4:
For instance with our emergency program we counted the numbers that came and how many did we need to turn away—that provided us with funding for the next phase.

Organization 5:
In the past we provided mostly numbers to United Way and changes in the behavior of our clients were not that important.

Strategic Planning and Evaluation Practice. Most of the client satisfaction or needs assessment on this level are done with the whole community and service providers who are customers of the community center. Information is collected from multiple sources. The information generated by this form of evaluation is mainly tied into the overall strategic planning of the overall organization. It is more long-term and is used to make decisions to improve organizational functioning in the long term. The board of directors is closely involved in this process, as they usually receive the information on which they make their decisions for the direction of the organization. Three of the community centers do summative evaluation in this format.

Organization 1:
There was an assessment of the center by the community, funders, donors and volunteers before we did our strategic plan. This was done to determine what is their perception of the organization. Consultants did that on our behalf. They did surveys with the community. The results helped us to formulate our strategic plan for the next phase.

Organization 2:
We received some funding from a funder to get a professional to help us develop a survey instrument so that we can check out the perception of the community of the agency. What kind of needs do they see. This survey will include the whole community. I have been talking to one of the health providers and they might want to join in with us. Visioning is important—we are now engaged in our long range planning. We are developing new programs to reach even more people in the community—some different populations than before.

Organization 3:
When we did our strategic planning last year, we did a series of surveys, with other agencies, with leaders and consumers of services and the general public. We use that information to give us guidance in our strategic planning process.

Outcome-based Evaluation. Funders, locally and nationally, have changed their funding strategy by requesting more outcomes-based information from

organizations. Organizations are requested to provide information on how clients will

be different based on the services provided by the HSO. During the interviews, the

community centers responded as follows to requirements from funders in regard to

incorporating outcomes in planning and evaluation.

Organization 1:
We have just starting looking at that (outcome based evaluation)—I think we
have informally been doing that in anyway. It is now to get it on paper. It can
become overwhelming if we let it—we need to keep it simple.

Organization 2:
It sounds kind of ridiculous to think that we are not making a difference in
people's lives. We need to find out what the outcomes are of our services.
We are still developing the outcomes. We have to track people more and we
will have to be creative how we are going to do that. I see many problems
and obstacles—it will be time consuming especially for a small agency.

Organization 3:
We are just starting with outcomes now for our youth programs—we have
not been used to look for real change in clients. We used to justify a good
program with numbers.
We have started to formalize our efforts—we have been doing evaluation
mostly informally.

Organization 4:
We are now working on it (outcomes) through United Way. We do it
formally and informally prior to United Way's efforts.
I will be honest with you it is tuff for us—we have sat down as a staff and
talked about it but beyond that not much more. We will have more time now
after the holidays and it is one of my personal goals to do more with it.

Organization 5:
What we have done is to put a coordinator in charge of the process and she
has done an excellent job to get all the program coordinators together to
work on this together. They helped each other to get there. It created an
excellent opportunity to work together as a team. It will help to know when
we market our services that we are doing a good job and people are
benefiting from it. We want to be able to tell people about it.

Evaluation Philosophy. According to most of the five community centers,

outcome-based evaluation has brought a change of mindset about how to think about

evaluation. Some of the changes that they talked about are as follows:

Organization 1:
We are just getting into the mindset to go further down the road—to follow up on clients. It is a different way of thinking about how we provide services. The other thing is that it opens up that we have to track people more—be creative with how you will do it. It well take more time and for a small agency it will be time consuming—but if the system is set up then it will probably go smoother. Right now we are just getting into the mindset.

Organization 2:
In terms of outcomes measures we are not looking at change or long term impact, we are looking at perpetuating existing behavior (seniors). We don't keep case work files, they come in , they exercise, they leave. We don't really now what their situation is. We anticipate that we are maintaining their health but no change is taking place in the long term—it is unclear how you make a difference in this person's life. You are making more immediate difference in their lives. Through our staff performance reviews, we try to implement life long learning—how we can improve ourselves to improve our services. The main problem is that staff are not always aware that they are doing evaluation. So it is a constant process to make them aware that they are doing evaluation everyday of their lives and that they just need to do it more formally—put it on paper to be usable again afterwards.

Organization 3:
We are evaluating others and they are evaluating us. I think it is important to that when you make time to do evaluation whether it is written or informal that you should look at what have been said. There are comments about attitude, or they are addressing a need that has been unmet and that we will look at that. It does not help just to say that we have done our paper work, and then put it in the files and said that we have done our evaluation. We cannot say that we have done things always this way—it might be a nice statement—but we cannot do it—you have to be visioning.

Organization 4:
I will be honest with you it is tuff—I am new here, and now is our busiest time of the year. I did not have time to look at the outcome stuff. That is one of my goals to work more on that—we have sat down as a staff and discuss it, but not much more than that. We will have more time after the holidays.

Organization 5:
We have been part of the outcomes evaluation efforts from the beginning. It is a different mindset, you have to look at things now through the eyes of the clients, where we have done it before through services that we provide. You can easily slip back into the old way of thinking. We have done outcomes with all our programs. We struggle together and it is good for our team spirit. We are learning from each other and together.

Things change and things stay the same—fads come and go—it is the same stuff just with a different name. I can see how that can help us to look at how the client benefited from the services. But when they (funders) tell us that the funders request the outcome information. I am not sure that I buy

that. I don't know whether John Doe who donates 300 or 400 dollars a year as a deduction from payroll, if he gives a damn where his money goes. I think he wants to know is the agency credible, are they doing what they said they will do, I think the rest is what UW of America came up with. I like the numbers—it was easier to do—I like to keep things as simple as possible. I think there is a certain simplicity that can come with this once we become sophisticated with it. It will help to know when we market our services are we doing a good job are people benefiting from what we are doing and we want to be able to tell people.

Cluster 2: Organizations That Serve Populations With Developmental Disabilities

Figure 10 displays Cluster 2 organizations' evaluation practices according to the survey data.
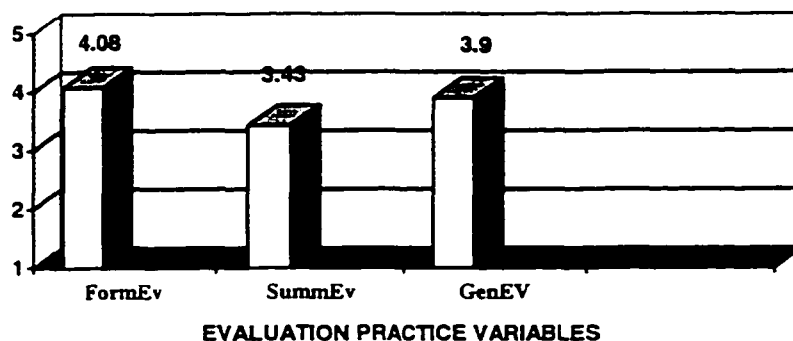
EVALUATION PRACTICE VARIABLES

Legend.   LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 10.   Cluster 2: Program Evaluation Practice Survey Data.

Cluster 2 organizations practice the following program evaluation activities (see Table 10 and Figure 10):

1. Formative program evaluation practice is reported by Cluster 2 organizations as the evaluation practice that they focus on most of the time. Formal formative evaluation takes the form of client satisfaction surveys to determine needs

and expectations of a specific program. Many of the informal formative evaluation practices are done in different parts of the organization—in specific programs rather than the whole organization.

2. Generation of general knowledge is the second most practiced evaluation activity. In Cluster 2 organizations, most organizations are accredited by a national or accreditation body, which makes the sharing of evaluation information across groups and organizations easier. Feedback reports are provided most of the time on a broad base and then shared with all participating organizations. Organizations have a clear set of criteria from these bodies to do self-evaluation of the whole organization. Accreditation bodies compile the information from participating organizations and generate theory in this way, which is shared across organizations.

3. Summative evaluation activities are moderately high in Cluster 2 organizations. As mentioned previously, most of the organizations in Cluster 2 are affiliated with a national or accreditation body with certain clear and specific requirements for evaluation. These self-evaluations happen every 3 to 5 years. The whole organization is involved in the evaluation, and it is usually intense. comprehensive, and inclusive. Most of the organizations use the information to improve the organization in general. Outcome-based evaluation is one of the other forms of program evaluation in which Cluster 2 organizations are involved. As part of a local funder initiative, Cluster 2 organizations are creating outcome objectives for most of their programs.

Formative Program Evaluation Practice (Interview Data)

Informal Formative Evaluation. Evaluation practices within this cluster are happening often more in a formal way, but the use of the information is done in an

informal way. In some organizations, only parts of the organization are formally

evaluated, while the organization as a whole is not evaluated. In particular, the

organizations that are not affiliated with a national or accreditation body do not do

formal evaluation of their entire organization. There are two organizations that are

part of this cluster that are not affiliated with a national or accreditation body. One of

them is getting ready to be accredited soon.

> Organization 6:
> We do not do as an organization a formal, written evaluation. We do
> parts—we get feedback from people who receive services. We have
> conversations with other organizations such as the Mental Health board
> members, and get feedback from them saying "we are glad you are here and
> we value what you do. Sometimes it is in public meetings and sometimes it is
> over the phone. The data that we get we use for decision making to improve
> our functioning. I don't think that we get enough data on an ongoing
> basis—but the data that we get we use in decision making sessions. It is more
> informal. The other thing that we did is an attempt to get about 30
> people—they were older people—to contribute in our strategic planning. We
> started a new program—after I am gone. The purpose is to give the assurance
> to these parents in writing that we will be the advocates for their sons and
> daughters after they are gone.

> Organization 7:
> In the past we have done more informal evaluation—but everything is
> changing now. Now we have applied for CARF accreditation and we are
> developing on their recommendation an outcomes management plan.

Formal Formative Evaluation. The formal formative evaluation practice,

most of the time, takes the form of client satisfaction surveys of some format in an

effort to understand the needs and expectations of consumers in a specific program.

> Organization 6:
> The last time that we did a major survey, with our members and past
> members. We hired a consultant to do it for us. We took it (the information)
> and use it as part of our awareness of what need to be done as we were
> thinking how to respond to that group.

> Organization 7:
> We get formal feedback from our business partners on how we are
> doing—we strive to provide products with zero defect.

Organization 8:
We have multiple ways to find out what our clients need. There is a generic client satisfaction survey once a year and that is done by someone that knows the client reasonably well. Some times we include the families or other people. We do the standards service team meetings and individual service planning kinds of things. We do not find those satisfactory.

We do a thorough PE every six months. We do results on a daily/weekly/monthly and quarterly basis. These are all measures of results. We look at several measures mainly quantitative—with people who are mentally ill, there is a self esteem survey that they helped designed. Another measure that we look at is participation in the community.

Organization 9:
We are still trying to get better at it (program evaluation). We do semi-annual program evaluations where we look at the things that are most important to us and to our customers. In the past year we have done surveys with the people that we are serving directly and their families. We also do surveys with collateral agencies that we work with most frequently. Try to get feedback on what they think we are doing well and what need to be improved.

Organization 10:
We also do a consumer satisfaction which is part of our evaluation system. Our consumers mostly don't speak. We have for the last year and a half, implemented and piloted an observational instrument that we are using randomly in our sites. Staff will go in and do observations of the consumers' behavior and using the instrument.

Summative Program Evaluation Practice

Funder or Accreditation-oriented Evaluation. The organizations in this cluster often have requirements to fulfill according to a specific funder or accreditation body. These summative evaluation practices will happen mostly annually or even every 3 to 5 years depending on the specific requirements. These evaluations are tied to either or both funding and standards. It seems as if these organizations are concerned about quality and the setting of clear standards to measure themselves against.

Organization 6:
We have some requirements for the funder. I don't really think it is an evaluation. They receive information and reports on some aspects of program performance each year. If we change that drastically I am not sure what

difference that would make—maybe it will but I don't know what it would be. We don't get feedback. It is in the money you get it or not and usually it is either the same or a little more. It isn't a very extensive process. We are not evaluated by any other funding bodies.

Organization 7:
We are affiliated with a national body, which has been around since 1902. Our local board is autonomous. We receive some information from them that is valuable to us. They work with the federal legislature. They collect data among us all and then feed it back to all of us. They have professional staff that can come out on consultation. If we have a specific problem they can come out for a day or two and go over that with us. That is very beneficial for us.

Organization 8:
We work in the Mental Health system. We are working with person centered planning with people that we do community employment with. We do maps and paths. Where do you want to be in two years. That is new for the last two years and the path to get there.

Organization 9:
We are in a process to become accredited by a national body. We are doing it for two reasons. We haven't been able to find any standards on residential care that we can measure ourselves against. We thought when we get accredited that will give us one measures of the quality standards that are expected from us. (Second)—there are many regulatory bodies that come and look at us. Some are coming every year and others are coming every other year. We have asked our state association to advocate just for a single accreditation—if you get accredited and meet the state standards then all these others will not be necessary. We don't know how far we will get—that is one of my goals to work at to eliminate some of those burdensome set of regulatory bodies.

Organization 10:
We have an elaborate system as we are accredited by a national body. When I came to the organization I brought the system with me as they did not have really had an evaluation system.

Cluster 3: Organizations That Provide Services in the Social Welfare and Mental Health Field

Both survey and interview data are combined in the discussion of the program evaluation practices of Cluster 3 organizations. Figure 11 displays program evaluation practices survey data of Cluster 3 organizations.
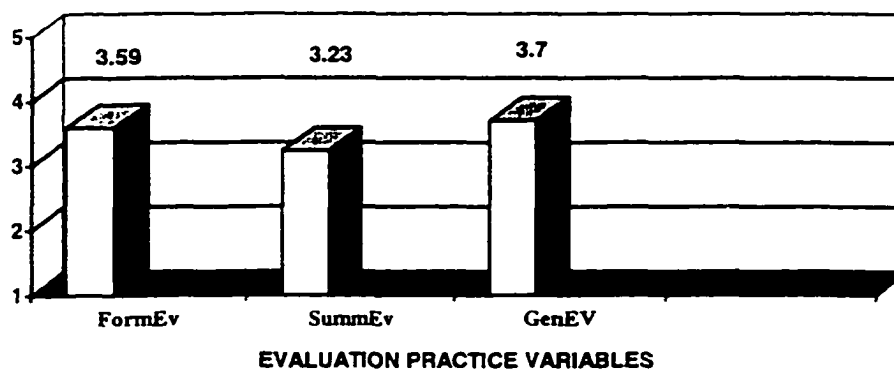
EVALUATION PRACTICE VARIABLES

Legend.   LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure;
REL = Relationships; PL = Planning; COM = Communication; DEC =
Decision making; MOT = Motivation

Figure 11.   Cluster 3: Program Evaluation Practice Survey Data.

Cluster 3 organizations exhibit the following program evaluation practices

(see Table 10 and Figure 11):

1. The general development of knowledge program evaluation practice

received the highest mean of the three program evaluation practices. Most of the

Cluster 3 organizations share evaluation information internally across units and

teams. The information usually is generated by client satisfaction surveys and then fed

back into the organization to promote change. Some of the organizations have used

evaluation information generated by client satisfaction to develop new models for

service delivery.

2. Cluster 3 organizations reported formative evaluation practices as the

evaluation practice that they focus on the second most frequently. Informal formative

evaluation practice takes the form of continuous questioning of current and past

practices, which created a mindset where evaluation became a natural part of

everyday operations. Program evaluation practices are not identified as *evaluation* and are often called *feedback* or *discussion,* or are not given any name.

3. Summative program evaluation practice has been reported to receive the least focus of all the program evaluation practices, but it scored moderately high. Through outcome-based evaluation, most of the organizations have developed outcome objectives for at least some of their programs. The outcome-based philosophy is still fairly new to most of these organizations, and they are struggling to integrate it into their everyday activities. Some of the Cluster 3 organizations have applied Total Quality Management philosophy to their organizational functioning and evaluation practices. TQM has triggered formal collecting and reporting of evaluation information. Client satisfaction surveys are a popular way to generate feedback from consumers about services.

Formative Program Evaluation Practice (Interview Data)

Informal Formative Evaluation. Some of the organizations in this cluster did not mentioned many formative program evaluation practices per se, but, in fact, their organizational structure provides a platform for informal and formal evaluation practice to happen. One organization has four forums that address formative evaluations on a daily, weekly, and monthly basis. Another organization has changed its whole way of doing business, internally and externally, by asking the question, "How do you get across the organization in doing evaluation?" They have created a quality team that works with evaluation questions and tries to make them more concrete. Another organization daily has an informal discussion early in the morning as a way to start the day. Continuous questioning of current and past practices has created a mindset where evaluation becomes a natural part of everyday operations.

Organizations are, most of the time, not aware that they are doing formative and/or

summative program evaluation practice. They are often more conscious of the

summative part than the formative evaluation, especially when it is done in an

informal way and not called *evaluation* but *feedback,* or they just do it.

> Organization 11:
> These different forums help us with improving our communication and help us to see when it is not adequate or understood. I think that is what we are doing is to try to put in things to help us live the things we say and that it is not only talk. Even with the structures in place it is an ongoing effort.

> Organization 12:
> It is part of an ongoing process and then we will evaluate afterwards—have the change been a good change, what do people think about it? The neat thing about this is that it has empowered staff to be more involved in changes.

> Organization 13:
> People came between 8 and 9 in the morning over coffee do the informal consultation about what their schedules for the day is, talking about a difficult case the previous day. We have clinicians that meets two hours each week—do case consultation talking about cases and conferences.

> Organization 15:
> It is really informal—there is nothing in writing. My board came up with a list of questions for strategic planning last January. They came up with questions before we introduced the new services—those are the questions that need to be asked. The number one questions is to make sure that nobody else is doing the same thing for the people that we are thinking of doing. We do not do formal evaluations, with such a small staff it is easy to feel it.

Formal Formative Evaluation. Client satisfaction surveys are a common way

in which formal formative evaluation is done. They are used to shape programs in a

more formal way.

> Organization 11:
> In addition to that we have always send out client feedback instruments, which will come back to the agency. The program directors review these responses and identify trends that need to be addressed.

Summative Program Evaluation Practice (Interview Data)

Funder or Accreditation-oriented Evaluation. One organization is in the

process of preparing for accreditation in 2 years. For that process, a more formal

evaluation system is required.

Organization 11:
We don't have a Total Quality Management system in place we only have
pieces—we are in the process of developing a more integrated system.

Cluster 4: Organizations Providing Services to Youth

Survey and interview data are combined as conclusions are made in regard to

program evaluation practices within Cluster 4 organizations. Figure 12 displays

program evaluation practices survey data results of Cluster 4 organizations.
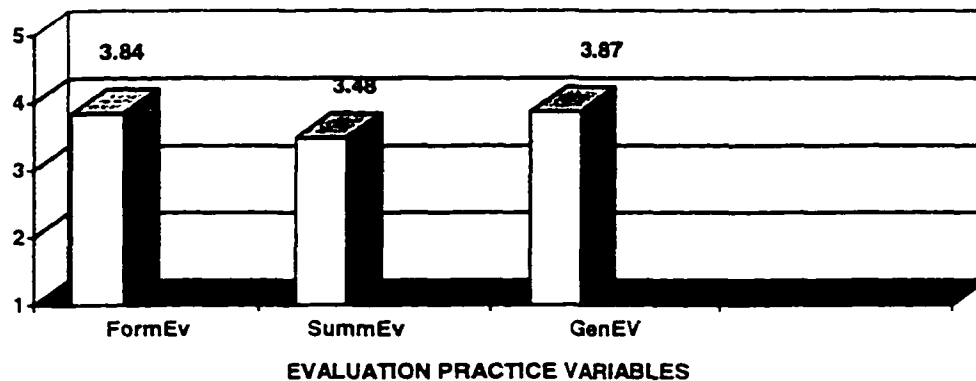
Legend.   LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure;
REL = Relationships; PL = Planning; COM = Communication; DEC =
Decision making; MOT = Motivation

Figure 12.   Cluster 4: Program Evaluation Practice Survey Data.

Cluster 4 organizations practice the following program evaluation activities

(see Table 10 and Figure 12):

1. Generation of general knowledge in regard to program evaluation is the evaluation practice on which most organizations in Cluster 4 focus. The affiliation with national or accreditation bodies triggers the sharing of evaluation information, results, and models across organizations.

2. Formative program evaluation practices are reported as the second highest form of evaluation practice. Formative program evaluation practice has primarily two components: informal formative and formal formative evaluation. The informal formative practice consists mainly of asking questions on a daily basis about improvement of services and programs. A variety of stakeholders are involved in informal formative evaluation practices. The formal formative component is closely related to the informal formative practices in the sense that events of training programs will be evaluated formally, for example, with a satisfaction checklist completed by the participants, or informally, by talking to the parents of children after an event.

3. Summative program evaluation practices take mainly the form of an organizational self-evaluation required by national accreditation bodies. Most organizations are involved in continuous restructuring and strategic planning of the organization based on summative evaluation information. All the organizations are involved in outcome based evaluation as part of a local funder initiative. Some organizations have the perception that for information to be acceptable, data need to be in a quantifiable format rather than in a qualitative form. Many organizations find the development of outcome objectives for their programs challenging, because these organizations are mainly value-based and they perceive values in the hard-to-measure category.

Summative Program Evaluation Practice (Interview Data)

Funder or Accreditation-oriented Evaluation. Most of the organizations in

this cluster are affiliated with a national accreditation body, or at least some of their

parts are. The organizations receive many benefits from being affiliated with a

national body, such as research findings based on cumulative data, research

assistance, quality standards to compare themselves against, etc. One of the

organizations hopes that affiliation with a national body will limit the number of

funders that come through the organization to do evaluation.

Organization 17:
Our national organization requires that every local organization do a self-
evaluation every four years. It is a whole process. We set up three or four
task groups to start up the process. One of the areas is the administrative
area—how we are operating, how effective and efficient we are. The other is
a fiscal self evaluation and the third is the programs to the XX (consumer).
All programs and services fall under the XXX. So it is a three pronged
evaluation and the questions are set in a work book. We just follow that
process and then National helps us to look at that data and then evaluate us
and write a report which goes to the board, showing areas where we are
strong or that we need to work on. That evaluation serves as a basis to
recharter with us. After the board has seen the report we distribute it among
the staff. It was the intent of the national organization to force the local
organizations to look at themselves and use that. It takes a lot of staff time to
implement the changes and we try to get volunteers to help with the process.
It takes about a year when the whole process is implemented.

Organization 18:
Our national organization requires quality standards where we measure each
unit. Through the quality system we check many things. It is a written
form—more like a check list. We do it for each unit. We compile the
information and the quality council have some requirements for the
compilation of the information at the same time it is used to improve
programs and making program decisions.

Organization 19:
Every five years national is coming in and do an evaluation. It is a formal and
very thorough evaluation not only program but organizational, record keeping
evaluation. We have a committee that is looking at evaluation—a board
committee. We do a self evaluation according to their guidelines—it is a
whole notebook full. We look at our own records. Each year we look at what
we are doing to make sure that we are in compliance with our national

standards. Looking at our policies and procedures so that we are regularly doing that as part of a requirement by our national body. They will send an evaluator that will interview certain people, look at our report and do spot checks and then we get a long list of suggestions and lots of praise. They also talk about organizational culture during different interviews—all those things. They just look over all our documents and they look if you are following all the required standard procedures. I think there are about 23 of them for our whole program and they send somebody to come and look whether those are being met. They ask not only about procedures but also about policies—maybe the policy is written but how do I know the policy is actually practiced? Those kind of things. It is a formal and very thorough evaluation for continuous accreditation process. The latter means that it is a quality of standards that they can ensure. By allowing us to use the name they are saying that there are a number of quality standards inherent to what you do.

Organization 20:

We evaluate our programs for a national organization—we have a commitment to quality to make sure that our programs meet certain standards and requirements of quality. Every year we go through the commitment to quality to make sure that our programs meet certain standards and requirements of quality. We know whether our program is being effective up to what we have expected of that program when we implemented it. There is a set of forms that we have to fill out. Each local organization is autonomous and have our own governance body. The only thing that we have to do it to adhere to a certain minimum set of standards—that will give us accreditation to become members of the national organization. Being autonomous being our own fundraiser gives us the autonomy to evaluate our own programs— the national organization provides the technical assistance to do that but their standards do not necessary need to be our standards, we just need to meet a minimum set of requirements in order to be accredited to be a member of the national body. We do a self evaluation for the national body. It is a prescribed form—they evaluate that and give us feedback to be used in anyway we see necessary. We can honor the feedback or we don't have to. Based on what our mission is and based on our goal and objectives for the year. We use some of it and some do not apply as there are many different XXX of different sizes and make-ups and some information apply and some don't.

Organization 21:

I tell you how we do it right now—we are in the process of getting accredited and then we are doing to do it differently or somewhat differently. Formal program evaluation—each service area defines its own goals and objectives and have been asked to develop outcome measures. We are trying to integrate that into our annual plan and on there is an annual report that has goals and objectives accomplishments that is written and shared with the staff and the board. We get bombarded from the outside by many people. Every funding source do their own audit of policies, procedures and services. The pain of it is that all look at the same personnel files and it is redundant. Some organizations say if they could just do one and then all funders will accept what that funder is saying? Yeah, but now you are working with different

parts of state departments. The moving towards accreditation is a movement towards that—government will accept accreditation and they will look at very specific things that are different and required. That is the promise but we will see if that happens. We get both program and financial audits from our substance abuse funding source, from our mental health funding source. A (local funder) doesn't really audit us but they look at the program information which is the easiest to work with and require the least and they tend to ask the better questions. We are also certify by the American association suicideology, it is not a widely recognized accreditation body but in our field it is the top accreditation body. They do require program evaluation, policy and crises stuff. That is our most useful one I would say. I think all of them are useful in some way or another. It is a little over kill.

Strategic Planning and Evaluation Practice. Many of the organizations are involved in a continuous process of strategic planning and use the information acquired from evaluations to bring change in the organizational functioning. Some of the organizations use the information to change their philosophy of how they do business. A few organizations make incremental change, and others make large changes in the organization based on the information from evaluation. One organization uses the national body evaluation every 4 years as part of its internal strategic planning process.

Organization 17:
We do client satisfaction surveys, but we don't call it evaluation. It is more a marketing tool.

For our national organization . . . every four years we do a self-evaluation. It takes about a year when the whole process is implemented. It was the intent of the national organization to force local organizations to look at themselves and use that.

I am on the marketing committee and we are going to circulate a survey asking parents of XXX, parents of non-XX, lacks members and separate the younger members from the older ones because they might have different issues why they don't take part. Potential collaborators, the community-at-large and executive directors of agencies. We still have to hone the questions, so I can't go into detail on that. We are going to try to evaluate a 100-200 per group to get a holistic view of what the community perception is of us. We will do it in all geographical areas.

Organization 18:
From the results of the quality measurement that affects how we change. We do that on an annual basis.

Organization 19:
We have a committee that is looking at evaluation—a board committee. Each year we look at what we are doing to make sure that we are in compliance with our national standards. Looking at our policies and procedures so that we are regularly doing that as part of our requirement by our national body. We have some time ago looked at how can we bring in a more diverse volunteer group. So we did things like having focus groups with minorities to give us feedback on our procedures. We looked at our interviews, we looked at how that process was done. What kind of questions might be perceived as being obtrusive or maybe questions that might bother other populations which are laden with judgments. I think one of our strengths is that we are constantly looking at how we are evaluating things. We have changed a lot of things recently. We used to say we have one-on-one programs but now we have family matches, we said for one year to nine months, we used to say that you need to have transportation, but now we say that we will work with you. We lowered our volunteer age to 17. We constantly looking at new creative ideas to change our program. We have gone in the last years through a thorough evaluation process with our programs, customer satisfaction, clients. We have revised out of that our mission statement, and our guiding principles. We have changed the way we interview people, we are contemplating outreach. We have just begin with major changes. I think part of it was in the last two years, we haven't just been doing program evaluation for our national organization or for our funders—we were doing it to become more customer friendly. What we were finding and what drove this to a certain extent it that we found that we brought in a lot of volunteers into the organization but that the attrition rate was so high that we were losing people every step of the way. So we start asking questions why this is happening? So we are now changing even how we use certain words. We don't longer use the word screening because that word in itself means that you are keeping bad things out—we use intake and some other words that are more welcoming. We really have changed the whole way that we do a lot of things and that is based on evaluation—it was based on the attrition—information that we were analyzing, we kept that information and we used to say that we are losing people so we need to get more people in. It is an all together new philosophy. We are becoming service oriented rather than program oriented.

Organization 20:
We make sure that this environment for youth development and that the programs that we offer are satisfying to kids. That the kids' leisure time is used in the most appropriate way in the most economical and valuable way that is very important to us. It behooves us to provide leadership and direction for kids to use their leisure time constructively. We do not work with parents but we might have to start with them—but we cannot be everything to everybody and let other organizations do what they do best and we do what we do best.

Organization 21:
Each service area defines its own goals and objectives and have been asked to develop outcome measures. Outcome measures are not quite as good as they

need to be but they are hard to develop. We are trying to integrate that into our annual plan. We also have a bi-yearly survey to the community to find out whether our services are assessable and any problems that they might have. We ask the community and the other agencies in the community to rate us.

Outcome-based Evaluation. All the organizations in this cluster are involved

in outcome-based evaluation as part of a recent local funder initiative. The

organizations are in various places on the continuum with the development of

outcomes for their programs. Most of them are in the beginning of developing

outcomes for their programs. Some of the organizations have the perception that

outcomes should be put in a quantifiable form rather than in a qualitative format.

Many of the organizations find it to be a challenge, because youth organizations are

usually value-based and values are difficult to measure quantitatively, according to

them. It seems as if requirements of funders do not fit with the organizational

planning of programs. This factor limits the utility of the data for program and

organization improvement.

Organization 17:
Recently we very involved in the local XX and trained in outcome based evaluation. We will be using the XX logic model. We will at the end of the month pull together the executive staff to start them with preliminary training. My first task will be to draw up a logic model and to develop components and start evaluating long term. In other words a xx experience for 5 or 6 years. How the experience was, what kind of assessts we provided. We only done this on a one day short term level. We also never reached out to the parents.

The information that we have to give to the funders must be more concrete—for instance the teacher survey that we did are based on all these subjective traits—so how can you tell whether a child is motivated. So these kind of things that we have to give to funders need to be more numbers, have to be quantifiable. They want to know what the outcome was—they want to know what was your goals and what was your outcome. Did the program actually come about the way you have envisioned it from the beginning. It is a more outcome-based evaluation that they want. Even if you say that 50 kids are now more motivated to do their homework and that they are more involved in extra curriculum activities you still have to back that up with quantitative numbers. You know values you cannot measure. To say whether a child is more honest than before is difficult to measure. You can say that is what we are doing or that the kid is practicing more of those values. We give

them the tools to make the right decisions. Those are all qualitative and those are long term and can take years to say that we have made a difference. One thing that we know based on a lot of research is that when a kid has an adult that they have had positive contact with on a regular basis will help a kid to grow in life. We a line ourselves with research showing that we are reflecting these things, is one way, and staying with some of the quantitative staff. We have more qualitative than quantitative goals.

Organization 18:
No response

Organization 19:
How do you know that it is making a difference to kids? That is what we are trying to figure out right now—we are doing supervision for matches on a monthly basis for the first year. So we are in contact with the kids, with the volunteer and with the parents. So we are getting feedback on how things are going. That is really hard because volunteers did not come here to be really mindful about what did they do today and how did that impacted the child and that is what XXX wants with the outcomes. So we have to find a way that is not cumbersome or difficult for the volunteer. In that process we have also changed our approach to kids and volunteers.

Now being driven by XX with the outcomes—in fact we are nearly creating a research project to satisfy the funder—so we have done a lot of back paddling and simplifying it. It had to be first and for most a celebration of success—a change of programs and to serve clientele. We are doing it for ourselves and rather than reporting and doing it for xx (the funder).

Organization 20:
We are trying to evaluate every program for quality—to see whether this program works. So it is all part of a larger picture. It is becoming more important now that XX(funder) is requiring us to have outcomes and how do we measure those outcomes.

We know whether our program is being effective up to what we expected of that program when we implemented it. Outcomes and measures will provide for us accountability as to allocation of funds—are these funds being used in the most efficient and frugal way possible and as a result the outcomes of our allocations to you. That gives them an idea that the money was being used for what it has been intended for, yes the kids are benefiting from it.

Organization 21:
Formal program evaluation—each service area defines its own goals and objectives and have been asked to develop outcome measures. Outcome measures are not quite as good as they need to be but they are hard to develop. We are trying to integrate that into our annual plan and on there is an annual report that has goals and objectives accomplishments that is written and shared with the staff and the board. Our funding comes from three sources. Each have what they call performance measures and we are required to collect data and report to them our performance on contracts. We do that.

Some of that overlaps with our program planning stuff and some don't but all gets done. The stuff that we are sending out to our funding sources are reported internally. Do we really make use of that data that is the question? WE consider some of it to be relevant and useful but others are just bean counting. We need it for contract requirements and so I have to pay attention to fulfill our contracts but some of it is helpful and some of it is not.

Evaluation Philosophy. The organizations in this cluster exhibit specific

evaluation philosophies. Through the interviews, some of the language used gave an

indication of how they practice the philosophy, which is related to the evaluation

vision formulated by the Independent Sector studies (Gray & Associates, 1998).

Organization 17:
We evaluate our selves from day-to-day especially in team and staff meetings. We are always looking at how we can get better, how to better the services to our customer. We are very into that and to know who our customer is. We are always asking questions. Even if we have the answer but we keep asking the question how we can get better. A lot of our programs use research as a basis but it is still a struggle to actually show that we are making a difference.

Organization 18:
We are measuring all the time whether kids are achieving those things and participating well in the program.

Organization 19:
As an approach to our jobs we always constantly look how we can improve what we are doing, to make it better or more efficient. We constantly looking at new creative ideas to change our programs. I don't know whether that is evaluation or not but that is what we do. The next level is that we have gone in the last years through a thorough evaluation process with our programs, customer satisfaction, and clients. We have revised out of that our mission statement and guiding principles. We have just begin with major changes. I think part of it was in the last two years that we haven't just been doing program evaluation for our national organization or for our funders. We are doing it to become more customer friendly. W hat we were finding and what drove this to a certain extend is that we found that we brought in a lot of volunteers into the organization but that the attrition rate was so high that we were losing people every step of the way. So we started asking questions why this is happening? It is an all new philosophy. We have change the whole way that we do a lot of things and that is based on evaluation. We had a grant for diversity at all levels and we were unable to increase the diversity of volunteers even with a person working with that full time. So out of that we started taking a look at what we were doing and instead of trying to do the same things harder and more we interviewed some black leaders in the community and got some real good feedback from them. So we have done a

lot of back paddling and simplifying it. It had to be first and for most a celebration of success. A change of programs and the serve clientele. We are doing it for ourselves rather than reporting and doing it for (funders).

Organization 20:
We try to evaluate every program for quality—to see whether this program works. So it is all part of a larger picture.

Organization 21:
We talk about the whole process of continuous quality improvement is something I genuinely belief that we do all the time here. But we don't do it in a way that is highly planned or documented so it is more informal. People, staff are constantly asking the questions in meetings what are we doing, I have trouble with this particular phone call, so it is ongoing but we have to formalize it more.

Comparison of Program Evaluation Practices Across Clusters

There is no difference among the organizations on the variable program evaluation practices. Figure 13 displays a picture of program evaluation practices for all clusters combined.
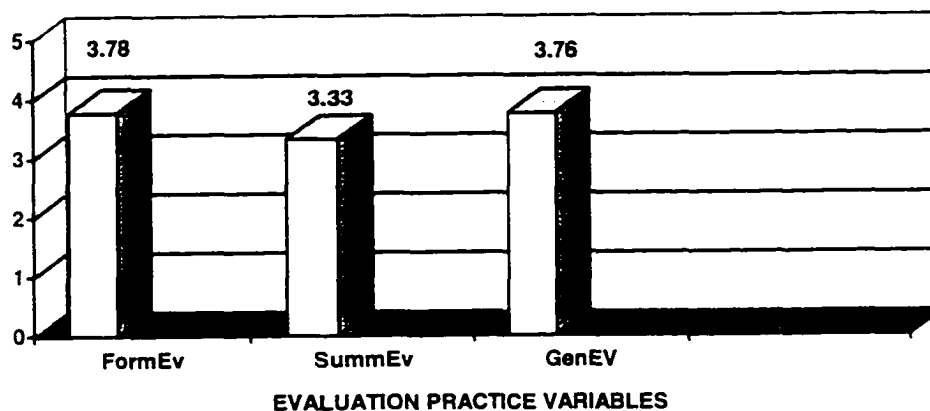
EVALUATION PRACTICE VARIABLES

Legend. LD = Leadership; VIS = Vision; O/C = Outcomes; STR = Structure; REL = Relationships; PL = Planning; COM = Communication; DEC = Decision making; MOT = Motivation

Figure 13. All Organizations and the Practice of Program Evaluation.

When the various program evaluation practices are compared, it appears that formative evaluation practice and the general generation of knowledge are practiced more often than summative program evaluation practices. The interview data support this notion, because most organizations are slightly more involved in informal formative evaluation on a daily basis than summative evaluation activities.

<div align="center">

Research Question 3: How Are the Organizational Cultures
Related to Program Evaluation Practices?

</div>

The relationship between organizational culture and the practice of program evaluation is exhibited in Table 11. The unit of analysis was the organization. Pearson product-moment correlation coefficients are reported for correlations of evaluation practices with organizational culture measures. Those that are significant, greater than zero (alpha = .01), are marked with asterisks.

Formative Evaluation Practice and Organizational Culture

According to Table 11, there is a relationship between formative evaluation practice and planning. By practicing formative evaluation as part of the organizational culture, more planning can occur, as data point out changes that need to be made in programs. From the results, it is not possible to assess the quality or the format of the planning. It would be in line with the general findings of the study to conclude that planning is done mainly on a short-term basis in most organizations, as summative evaluation is done less in organizations in general. Summative evaluation promotes long-term strategic planning.

Table 11

The Relationship Between Organizational Culture and the
Practice of Program Evaluation: All Organizations

	Organizational Culture Variable	FP[a]	SP[b]	GK[c]
Pearson Correlation	LD	.137	.392	.412
	VISION	.350	.300	.403*
	OUTC	.205	.053	.005
	STRUC	.306	.727**	.287
	RELAT	.362	.743**	.258
	PLAN	.402*	.388	.671**
	COMM	.260	.472*	.396
	DEC	.220	.477*	.216
	MOTIV	.250	.632**	.489*

[a]Formative Evaluation Practice
[b]Summative Evaluation Practice
[c]General Knowledge Evaluation Practice
* = sig. at .05 level
** = sig. at .01 level

Summative Program Evaluation Practice and Organizational Culture

The relationship between summative evaluation is significant with

organizational structure, relationships, communication, decision making, and

motivation. All these components may be enabling an organization to deliver quality

services and to report to the public and funders about their success. Most

participating organizations are aware of this aspect. According to the data, there is no

relationship between summative evaluation practice and outcomes. The qualitative

data support this finding, that although participating organizations have a tendency to

have an organizational culture that puts high value on client-centered values such as client satisfaction and quality service, summative evaluation practice, which includes outcomes evaluation, has received, in general, the lowest priority. A research study done by United Way of America in 1990 with 186 nonprofit organizations (including community foundations, national health agencies, national organizations with Independent Sector, national social service agencies), found that the lowest area regarding evaluation activities is the assessment of program outcomes (Young, Hollister, Hodgkinson, & Associates, 1993).

General Knowledge Evaluation Practice and Organizational Culture

In the general knowledge practice of program evaluation, there is a relationship between planning, vision, and motivation. Organizations that are affiliated with a national body have general information available from other organizations that they can use to improve their planning and visioning processes. It seems logical that the sharing of information across organizations will bring greater motivation to staff as they get to share their ideas and work with other similar organizations.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The purpose of the study was to explore the relationship between organizational culture and the practice of program evaluation within human service organizations in the broader Kalamazoo area.

The study addressed three research questions:

1. What are the organizational cultures exhibited by the participating organizations?

2. What are the evaluation practices exhibited by the participating HSOs?

3. How are the different organizational cultures related to the practices of program evaluation?

In Chapter II, related literature is discussed. Chapter III consists of the methodology followed in the study. The study was designed to include both interview and survey data from a selected number of employees in each human service organization. The population was selected from the public list of funded agencies by the Greater Kalamazoo United Way. Of the 34 organizations in the population, 26 organizations were willing to participate. In most cases, 2 participants per organization took part in both the interview and survey section of data collection. Chapter IV consists of the results and findings of the data collection.

Organizational culture is organized on nine variables: Organizational structure, human relations/group functioning, planning, vision, leadership, communication, decision making, motivation, and outcomes.

Practice of program evaluation is organized on three dimensions: formative practice, summative practice, general development of knowledge

The results are organized according to the three research questions. There are several levels of analysis: (a) per organization and per variable, (b) per cluster and per variable, and (c) all organizations and per variable.

Interview data is analyzed according to two questions that are similar to the research questions:

1. What are the five most important values that you practice in this organization?

2. How do you practice program evaluation in your organization?
The interview data is displayed according to specific categories as it relates to literature and an emic approach.

In Chapter V, the data are discussed as they relate to the literature and answer the question: What does all of this mean?

Conclusions

Organizational Culture and Program Evaluation Practice Dimension

The research studies by Hofstede et al. (1990) and Nevis et al. (1995) showed that organizing organizational culture on various dimensions is appropriate to use to discuss the findings of the current study as it pertains to both organizational culture and program evaluation practice.

Process-oriented Versus Results-oriented

Most of the participating organizations are more involved in formative evaluation than in summative program evaluation practice. It appears as if there is a higher bias for the informal and sometimes formal formative evaluation practices. Most organizations have a solid foundation and philosophy in place to perform formative evaluations to improve programs. Summative program evaluation practice requires more formal processes, and many organizations are just starting to develop their outcome evaluation processes through the initiative of a local funder. The fact that formative evaluation is crucial for an understanding of what works and what doesn't means that participating organizations should place a high value on its practice. It has created a learning organization atmosphere in which staff of all levels are asking questions and searching for answers. Formative evaluation practice has laid the foundation on which to build summative evaluation practices, which would be the next step. The fact that the tendency is more towards formative than summative practice confirms the concern of many funders that organizations' external accountability is limited (United Way of America, 1996). During the interviews, many organizations mentioned that funders still expect quantitative data rather than qualitative information, although there is a paradigm shift to include and emphasize both (Young, Hollister, Hodgkinson, & Associates, 1993).

Peters and Waterman (1982) contended that strong cultures are more result-oriented than process-oriented. Most participating organizations did not mention specific values that are results-oriented. Some organizations did mentioned values such as quality improvement, commitment to quality, and commitment to provide services that are practical and marketable.

Authors such as Jeavans (1993) and Drucker (1990a) contend that nonprofit organizations' purpose is not to make profit or even to provide service, but that they are in business to effect change. Traditionally, nonprofit organizations had moral and ethical or spiritual values, rather than production values such as quality and high performance (Perrow, 1986). The participating organizations seem to blend these values, although spiritual or ethical values such as client-centered values and service-oriented values are the priority. More business sector values, such as quality service and high performance, are part of the language that these organizations use.

Employee-oriented Versus Job-oriented or People Versus Task-oriented (Blake & Mouton, 1964)

While all participating organizations put high priority on client-centered values, not many of them mentioned values that include the well-being of their employees. It appears as if staff are taken for granted and people are expected to have a high commitment, job satisfaction, and the ability to handle job pressure well. Many participants reported that job pressure is high, but they still experience job satisfaction. People employed by human service organizations usually have high commitment to their jobs, as their values are in congruence with social welfare values (Tropman, 1989). The compensation packages are usually smaller than in the business sector, but some people tend to prefer the nonprofit sector, as its values are more in congruence with their own. According to the survey results, all participating organizations put high value on client satisfaction and quality service, but most did not mention staff-related values. Pynes (1997) contends that the attitude of employees in the nonprofit sector has changed towards work—they require more teamwork, quality improvement, better job design, better labor and management

cooperation, participative management, and greater job opportunities. The nonprofit sector has traditionally been high on service orientation and low on staff maintenance (Pynes, 1997). Participating organizations seem to continue this tendency, although there are individual organizations that are very aware of the importance of caring for and maintaining the workforce.

Open Versus Closed Systems

Most of the participating organizations reported that their communication systems were adequate to achieve organizational goals. Some organizations reported high flow of communications in multiple directions of the organization, while others are closer to a close system of communication flow; most are in the middle range of acceptable communication flow. Participating organizations that exhibit values that support a high level of open communication, sharing of ideas, and risk taking experience a high level of informed decision making and use of evaluation information.

Loose Versus Tight Control

The impression, according to interview and survey data, is that most of the participating organizations and clusters prefer a looser management control system. The organizations that are accredited to a national body tend to be more formally organized due to a more formal set of requirements that they have to meet. Most of the clusters consider their leaders as trustworthy, with a high level of openness to change. Leaders recognize performance contributions of employees, and employees have a high level of confidence in leadership. Leaders have a respect for contributions, share information freely with the rest of the organization, value input,

include employees in decision making, and delegate tasks. In Cluster 4, organizations that provide services to youth, it appears as if leadership is closer to a transformation style where leadership rotates and people in general accept high responsibility for the success of the organization.

Normative Versus Pragmatic

Most of the participating organizations have a more pragmatic than normative approach to learning, if it is considered that they practice more formative than summative evaluation in their organizations, according to the survey and interview data. When it comes to gaining information from their consumers, there is a mix of approaches; some use highly developed mechanisms to interact with their consumers, while others use mostly an informal approach. All participating organizations realize how important it is to stay close to the client (Peters & Waterman, 1982), but the methods to acquire this closeness vary within organizations; some are formal, while others are less formal. Cluster 1 organizations reported that in the past they were more funder (normative) driven. Based on their contractual agreements with funders, they had normative requirements to fulfill. Cluster 2 and Cluster 4 organizations that are mostly affiliated to national or accreditation bodies tend to have more normative than pragmatic organizational cultures.

Recommendations

To determine the perception of organizational culture and the practice of program evaluation on a broader level in the organization, follow-up studies need to be conducted with more levels of employee representation.

In addition, controlled studies need to be done to further investigate the relationship of the nine organizational culture variables with evaluation practice.

Cluster 5 organizations, which were not discussed in the current study, should be analyzed and explored further, as it is anticipated that there might be interesting outcomes based on the heterogeneous nature of those organizations.

The interview data of the current study provided a rich and comprehensive set of information about organizations' everyday operations that will be worthwhile to explore further.

The fact that the organizational cultures of participating organizations were so similar perhaps is due to the fact that traditional organizations selected staff based on values similar to those of the organization rather than on competency (Perrow, 1986). If human service organizations are going to be successful in the 21st century, then they will have to employ more technically competent people, as use of technology will be required more and more to do effective business, even in the nonprofit sector.

Taking care of the work force (Covey, 1990) would be an important factor to consider, and it might make the difference between an organization that merely survives and one that is innovative and prosperous. No organization can exist without effective relationships. People form the core of any organization; without people there is no organization (French, Bell, & Zawacki, 1989). Recruitment and selection strategies need to be innovative and create opportunities for career development. Work assignments need to be more flexible, and policies need to reward superior performers (preferably in groups) and hold accountable marginal employees. Organizations need to provide new skills packages for all employees, pay for

increased skills rather than the time in the position, and development of a new kind of problem solver manager rather than a paper pusher or rule abider.

Organizational structures need to be reexamined to ensure that new information technology can be accommodated within the existing structure. Job design and work flow are areas that have changed greatly due to the change in clerical jobs by computers.

Summative evaluation practices in the form of outcome-based evaluation need to be emphasized by funders, nonprofit management, and executive boards. Authors such as Young et al. (1993) describe many barriers that human service organizations have to overcome to effectively access evaluation. Some of these barriers are (a) the difficulty in defining human behavior and the change that needs to be evaluated, (b) the length of time some human service programs take to show results. (c) limited agency capacity to do evaluation, and (d) additional financial cost required to develop evaluation. Funders are encouraged to provide the financial means to assist human service organizations in enhancing and expanding the evaluation capacity of employees in organizations. Collaborative efforts between universities and human service organizations could prove to be valuable in the development of organizations' evaluation capacity.

To summarize, the correlations of evaluation practices with organizational culture suggest that the following go hand-in-hand with evaluations in organizations: organizational structure, human relations and group processes, planning, communication, visioning, decision making, and motivation. Only leadership and outcomes showed no relationship with evaluation, and that could be due to the small differences across organizations in these areas.

Appendix A

Letter of Introduction to the Study
to Human Service Organizations

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WESTERN MICHIGAN UNIVERSITY
DEPARTMENT OF EDUCATIONAL LEADERSHIP

Advisor: Dr. James R. Sanders
Researcher: Lorraine Marais
Address: Department of Educational Leadership
3312 Sangren
1201 Oliver Street
Western Michigan University
Kalamazoo, MI 49008

October 20, 1997

Dear Director/Staff member,

Program evaluation has been part of the activities of Human Service Organizations for many years. The way organizations practice evaluation is very much idiosyncratic due to the specific organizational culture of the organization. For my dissertation I am interested in exploring the relationship between the organizational culture and the practice of program evaluation in Human Service Organizations.
For the study 35 Human Service Organizations have been selected from the public list of United Way funded agencies in the Greater Kalamazoo area.
This study has no relationship with the Greater Kalamazoo United Way.

The benefits of such a study are numerous:
The information generated by this study can assist decisionmakers (directors and board members) with information on the organizational cultures that are more conducive to improve evaluation practices within Human Service Organizations. The information can assist organizations to change their organizational cultures to be more congruent with healthy and productive evaluation practices.
The relationship between funders and human service organizations can benefit with a greater understanding of the organizational culture and how it affects the internal and external implementation of program evaluation.

Participation in this study will require the following:
- The completion of a 20 minute organizational culture and practice of program evaluation instrument by the director and one other staff member of the organization
- A 20 minute interview each with the director and staff member on the actual practices of program evaluation and on the organizational culture of the organization
- Review of public documents on site such as organizational mission statement, strategic plan, evaluation reports by the researcher

The director of the organization is requested to select a senior professional staff member on the basis of willingness to participate. All information will be confidential and the name of the organization/director and staff member will not be on any documentation. The researcher will have a master list but only she will have access to that information. After the data analysis the master list will be destroyed.

A short case study of each organization will be written as it pertains to the organizational culture and the practice of program evaluation.

A final copy of the study will be available if organizations are interested in the results. **The researcher will contact you in November to discuss your participation in the study. In the case of your agreement to participate, the researcher will schedule a time that will be suitable for both of the participants to administer the instrument and to set a time for the interviews.**

Please, if you have any questions or concern, contact the researcher, Lorraine Marais at 616-387-3305.

Thank you very much for considering this request

Lorraine Marais

Appendix B

Consent Form

WESTERN MICHIGAN UNIVERSITY
DEPARTMENT OF EDUCATIONAL LEADERSHIP

ADVISOR: DR. JAMES SANDERS
RESEARCHER: LORRAINE MARAIS

Consent Form for Director and Staff Member of Human Service Organizations

I understand that I have been invited to participate in a research project entitled:
Exploration of the relationship between organizational culture and the practice of program evaluation in Human Service Organizations. The purpose of the study is to explore what kind of organizational cultures are more conducive to the practice of program evaluation in Human Service Organizations. I understand that this project is Lorraine Marais' dissertation project.

My consent means that I will participate in the completion of the organizational culture and practice of program evaluation instrument and have one interview with the researcher – Lorraine Marais. Both these methods will take approximately 20 minutes each and will take place within the time period of November 1997 through February 1998. The interview will concentrate on actual evaluation practices within my organization and my understanding of the organization's culture. The information gathered from these two methods will be compiled on an organizational level only. My name will not be used on any form. The data collected from participating organizations will not be able to be linked to the organizations, as a coding scheme will be used for each organization. All responses are confidential and only the researcher will have access to the information. I understand that I am free at any time to choose not to further participate in the study – even during the collection of the data.
If I refuse or quit, there will be no negative effect on me.

I understand that there are no risks in taking part in this study. I also understand that there is no compensation for involvement in the project.

If I have any questions or concerns about this study, I may contact the advisor (Dr. James Sanders at 616-387-3839) or the researcher (Lorraine Marais at 616-387-3305). I may also contact the Chair of Human Subjects Institutional Review Board at (616-387-8293) or the Vice President for Research (616-387-8298) with any concerns that I have.

My signature below indicates that I give permission to participate in the project.

Signature_____   Date_____

WESTERN MICHIGAN UNIVERSITY
H. S. I. R. B.
Approved for use for one year from this date:

NOV 20 1997

x_____
HSIRB Chair

Appendix C

Organizational Culture and Program Evaluation Practice Survey
to Human Service Organizations (Directors' Form)

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Organizational Culture and Program Evaluation Practice Survey to Human Service Organizations (Director Form)

Section I: Introduction: Demographic Information

Complete the following statements and questions about your organization

1. Number of years in present position_____

2. Number of years with organization_____

3. Type of organization_____

      A. Community Center

      B. Community based organization

      C. Mental Health organization

      D. Other

4. Number of full- time employees:_____

Section II: EPI Organizational Culture Survey

Questions are on a 5 point scale: 1- strongly disagree (SD); 2- disagree (D); 3-unsure (U); 4-agree (A); 5- strongly agree (SA) with 2 scales indicating NEI -- Not Enough Information and N/A -- Not applicable.

For each question below, please select one response to indicate how descriptive you believe it to be of your organization.

	SD	D	U	A	SA		
1. My workload is reasonable here	1	2	3	4	5	NEI	N/A
2. Our reporting structure helps achieve the organization's goals	1	2	3	4	5	NEI	N/A
3. My work is well coordinated with other people's work here	1	2	3	4	5	NEI	N/A
4. There is openness to improving work methods at this organization	1	2	3	4	5	NEI	N/A
5. Decision making in this organization is timely	1	2	3	4	5	NEI	N/A
6. I can get the work done within the work hours	1	2	3	4	5	NEI	N/A
7. Compared with similar organizations, this one sets the pace	1	2	3	4	5	NEI	N/A
8. The reporting structure helps implement the organization's strategies	1	2	3	4	5	NEI	N/A
9. This organization is responsive to change in its business environment	1	2	3	4	5	NEI	N/A
10. Decision making in this organization is innovative	1	2	3	4	5	NEI	N/A
11. We provide opportunities for individual development	1	2	3	4	5	NEI	N/A
12. Procedures are designed so that work flow is efficient	1	2	3	4	5	NEI	N/A
13. Promotion opportunities within the organization are good	1	2	3	4	5	NEI	N/A
14. The organization searches among its employees to fill open jobs	1	2	3	4	5	NEI	N/A
15. Top management is open to input from all employees	1	2	3	4	5	NEI	N/A
16. We develop people from within to fill more advanced jobs	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
17. Rewards for performance are given fairly	1	2	3	4	5	NEI	N/A
18. The work is organized efficiently	1	2	3	4	5	NEI	N/A
19. We reward performance, not just how much time people put in	1	2	3	4	5	NEI	N/A
20. The work load is distributed equally among members of all groups	1	2	3	4	5	NEI	N/A
21. People who work hard in this organization are rewarded	1	2	3	4	5	NEI	N/A
22. People share responsibility for success and failure	1	2	3	4	5	NEI	N/A
23. People here have the experience and skills to do their jobs	1	2	3	4	5	NEI	N/A
24. This organization has clear plans to meet its goals	1	2	3	4	5	NEI	N/A
25. Top management listens to conctructive criticisms from employees	1	2	3	4	5	NEI	N/A
26. People work well together in this organization	1	2	3	4	5	NEI	N/A
27. Planning toward goals in this organization is thorough	1	2	3	4	5	NEI	N/A
28. This organization hires technically competent people	1	2	3	4	5	NEI	N/A
29. People complete their work as they should	1	2	3	4	5	NEI	N/A
30. We use a visible, clearly stated planning process to direct our future	1	2	3	4	5	NEI	N/A
31. I give timely information when changes are made	1	2	3	4	5	NEI	N/A
32. The groups in the organization understand each other's objectives	1	2	3	4	5	NEI	N/A
33. I get to work with people who are well prepared to do their own jobs	1	2	3	4	5	NEI	N/A
34. This organization tries to make people's work life easier	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
35. Communication in this organization is good	1	2	3	4	5	NEI	N/A
36. We receive the support needed to perform well	1	2	3	4	5	NEI	N/A
37. I have full confidence in the skills of employees in this organization	1	2	3	4	5	NEI	N/A
38. The various groups in this organization understand each other's problems	1	2	3	4	5	NEI	N/A
39. I usually know when there will be changes in people's work procedures	1	2	3	4	5	NEI	N/A
40. The reporting structure (chain of command) helps coordinate the work	1	2	3	4	5	NEI	N/A
41. People can expect to be rewarded by top management	1	2	3	4	5	NEI	N/A
42. People can expect to be told when they are doing a great job	1	2	3	4	5	NEI	N/A
43. My job gives me a sense of accomplishment	1	2	3	4	5	NEI	N/A
44. This organization is clear about where it wants to go	1	2	3	4	5	NEI	N/A
45. Other work groups share information about their work	1	2	3	4	5	NEI	N/A
46. This organization produces a high quality service	1	2	3	4	5	NEI	N/A
47. Customers appreciate the quality of our service	1	2	3	4	5	NEI	N/A
48. I am satisfied with my job	1	2	3	4	5	NEI	N/A
49. The long-term goals of this company are communicated clearly	1	2	3	4	5	NEI	N/A
50. Work groups view other work groups as supportive and helpful	1	2	3	4	5	NEI	N/A
51. People comment on how good our service is	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
52. I enjoy my work	1	2	3	4	5	NEI	N/A
53. Employees have a clear vision of where the organization is going	1	2	3	4	5	NEI	N/A
54. Constructive criticism is encouraged	1	2	3	4	5	NEI	N/A
55. People care how their work affects others in this organization	1	2	3	4	5	NEI	N/A
56. Open discussion of differing views is encouraged	1	2	3	4	5	NEI	N/A
57. I give constructive, timely · information on how well people are performing	1	2	3	4	5	N/A	N/A
58. If I had to choose again, I would choose to work for this organization	1	2	3	4	5	NEI	N/A
59. Our customers are satisfied with the organization's services	1	2	3	4	5	NEI	N/A
60. Opposing viewpoints are welcomed here	1	2	3	4	5	NEI	N/A
61. I would recommend this organization to my friends and family	1	2	3	4	5	NEI	N/A
62. This organization's customers believe that we care what they think	1	2	3	4	5	NEI	N/A
63. People can express their real views here	1	2	3	4	5	NEI	N/A
64. I feel that my career with this organization is progressing as it should	1	2	3	4	5	NEI	N/A
65. I get helpful suggestions on how I can improve my performance	1	2	3	4	5	NEI	N/A
66. This organization's customers love to do business with us	1	2	3	4	5	NEI	N/A
67. This organization has a good performance appraisal system	1	2	3	4	5	NEI	N/A
68. I have enough information to make good decisions	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
69. When changes are made in this organization, the employees win	1	2	3	4	5	NEI	N/A
70. Decisions are based on adequate information	1	2	3	4	5	NEI	N/A
71. I am involved in making the decisions that affect me most	1	2	3	4	5	NEI	N/A
72. People are free to take independent actions when needed to do their jobs	1	2	3	4	5	NEI	N/A
73. Deadlines for work completion are realistic	1	2	3	4	5	NEI	N/A

Section III: Practice of Program Evaluation Survey

Questions are on a 5 point scale: 1- strongly disagree; 2- disagree; 3-unsure; 4-agree; 5- strongly agree with 2 scales

indicating NEI — Not Enough Information and N/A — Not applicable.

	SD	D	U	A	SA		
1. Evaluation is used to inform external audiences about the progress of the organization	1	2	3	4	5	NEI	N/A
2. Evaluation information is used to improve our programs	1	2	3	4	5	NEI	N/A
3. Evaluation is an important part of the work	1	2	3	4	5	NEI	N/A
4. Evaluation is mainly done for funders	1	2	3	4	5	NEI	N/A
5. Evaluation is done to report the benefits of programs to the public	1	2	3	4	5	NEI	N/A
6. Evaluation is done at the end of a program or event	1	2	3	4	5	NEI	N/A
7. Evaluation information is used to plan programs	1	2	3	4	5	NEI	N/A
8. Evaluation is intended to judge the work of others	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
9. Evaluation findings are shared on an organizational level	1	2	3	4	5	NEI	N/A
10. Evaluation is viewed as a conscious process for improvement	1	2	3	4	5	NEI	N/A
11. Evaluation findings are shared between work groups	1	2	3	4	5	NEI	N/A
12. Evaluation is part of our formal organizational meeting structure	1	2	3	4	5	NEI	N/A
13. Evaluation is done by external evaluators	1	2	3	4	5	NEI	N/A
14. Evaluation is done in a formal, written way in my organization	1	2	3	4	5	NEI	N/A
15. Evaluation is an important way to show accountability to the public	1	2	3	4	5	NEI	N/A
16. Evaluation is practised as a conscious value of the organization	1	2	3	4	5	NEI	N/A
17. Evaluation is usually done by the staff of programs	1	2	3	4	5	NEI	N/A
18. Evaluation information is shared with other organizations	1	2	3	4	5	NEI	N/A
19. Evaluation findings are received from other organizations	1	2	3	4	5	NEI	N/A
20. Evaluation contributes to accumulated learning	1	2	3	4	5	NEI	N/A
21. Evaluation is everybody's job	1	2	3	4	5	NEI	N/A

Appendix D

Organizational Culture and Program Evaluation Practice Survey
to Human Service Organizations (Employees' Form)

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Organizational Culture and Program Evaluation Practice Survey to Human Service Organizations

(Employee Form)

Section I: Introduction: Demographic Information

Please, complete the following statements and questions about your organization

1. Current position in organization _____

      A. Professional staff

      B. Administrative staff

      C. Other (specify)

2. Number of years in present position_____

3. Number of years with organization_____

4. Type of organization_____

      A. Community Center

      B. Community based organization

      C. Mental Health organization

      D. Other

5. Number of full- time employees:_____

Section II: EPI Organizational Culture Survey

Questions are on a 7 point scale: 1- strongly disagree (SD); 2- disagree (D); 3-unsure (U); 4-agree (A); 5-strongly agree (SD) with 2 scales indicating NEI — Not Enough Information and N/A — Not applicable.

For each question below, please select one response to indicate how descriptive you believe it to be of your organization.

1. My supervisor encourages me to make decisions on my own	1	2	3	4	5	NEI	N/A
2. My workload is reasonable here	1	2	3	4	5	NEI	N/A
3. When management says they will do something, I know they will	1	2	3	4	5	NEI	N/A
4. Our reporting structure helps achieve the organization's goals	1	2	3	4	5	NEI	N/A
5. Management thoughtfully considers adopting employee suggestions	1	2	3	4	5	NEI	N/A
6. My work is well coordinated with other people's work here	1	2	3	4	5	NEI	N/A
7. There is openness to improving work methods at this organization	1	2	3	4	5	NEI	N/A
8. Decision making in this organization is timely	1	2	3	4	5	NEI	N/A
9. My supervisor gives me a chance to make my own decisions	1	2	3	4	5	NEI	N/A
10. I can get the work done within the work hours I am allowed to work	1	2	3	4	5	NEI	N/A
11. Compared with similar organizations, this one sets the pace	1	2	3	4	5	NEI	N/A
12. The reporting structure helps implement the organization's strategies	1	2	3	4	5	NEI	N/A
13. This organization is responsive to change in its business environment	1	2	3	4	5	NEI	N/A
14. Management follows up on suggestions for improvement	1	2	3	4	5	NEI	N/A
15. Decision making in this organization is innovative	1	2	3	4	5	NEI	N/A

	SD	D	II	A	SA		
16. We are provided opportunities for individual development	1	2	3	4	5	NEI	N/A
17. Procedures are designed so that work flow is efficient	1	2	3	4	5	NEI	N/A
18. Promotion opportunities within the organization are good	1	2	3	4	5	NEI	N/A
19. The organization searches among its employees to fill open jobs	1	2	3	4	5	NEI	N/A
20. Top management is open to input from all employees	1	2	3	4	5	NEI	N/A
21. We develop people from within to fill more advanced jobs	1	2	3	4	5	NEI	N/A
22. Rewards for performance are given fairly	1	2	3	4	5	NEI	N/A
23. Management respects the contributions of employees	1	2	3	4	5	NEI	N/A
24. My supervisor is willing to accept my suggestions for improving work	1	2	3	4	5	NEI	N/A
25. The work in my group is organized efficiently	1	2	3	4	5	NEI	N/A
26. We reward performance, not just how much time we put in	1	2	3	4	5	NEI	N/A
27. The work load is distributed equally among members of my group	1	2	3	4	5	NEI	N/A
28. People who work hard in this organization are rewarded	1	2	3	4	5	NEI	N/A
29. People in my work group share responsibility for success and failure	1	2	3	4	5	NEI	N/A
30. People here have the experience and skills to do their jobs	1	2	3	4	5	NEI	N/A
31. This organization has clear plans to meet its goals	1	2	3	4	5	NEI	N/A
32. Top management listens to constructive criticisms from employees	1	2	3	4	5	NEI	N/A
33. People work well together in my work group	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
34. Planning toward goals in this organization is thorough	1	2	3	4	5	NEI	N/A
35. This organization hires technically competent people	1	2	3	4	5	NEI	N/A
36. People I work with complete their work as they should	1	2	3	4	5	NEI	N/A
37. We use a visible, clearly stated planning process to direct our future	1	2	3	4	5	NEI	N/A
38. I am given timely information when changes are made	1	2	3	4	5	NEI	N/A
39. Managers are good at removing barriers to increase performance	1	2	3	4	5	NEI	N/A
40. The groups in the organization understand each other's objectives	1	2	3	4	5	NEI	N/A
41. I get to work with people who are well prepared to do their own jobs	1	2	3	4	5	NEI	N/A
42. This organization tries to make our work life easier	1	2	3	4	5	NEI	N/A
43. Communication in this organization is good	1	2	3	4	5	NEI	N/A
44. We receive the support needed to perform well	1	2	3	4	5	NEI	N/A
45. I have full confidence in the skills of employees in this organization	1	2	3	4	5	NEI	N/A
46. My supervisor gives recognition when his/her people perform well	1	2	3	4	5	NEI	N/A
47. Top management keeps us informed about changes in the organization	1	2	3	4	5	NEI	N/A
48. The various groups in this organization understand each other's problems	1	2	3	4	5	NEI	N/A
49. I usually know when there will be changes in my work procedure	1	2	3	4	5	NEI	N/A
50. The reporting structure (chain of	1	2	3	4	5	NEI	N/A

command) helps coordinate the work

	SD	D	U	A	SA		
51. People can expect to be rewarded by top management	1	2	3	4	5	NEI	N/A
52. We can expect to be told when we are doing a great job	1	2	3	4	5	NEI	N/A
53. My job gives me a sense of accomplishment	1	2	3	4	5	NEI	N/A
54. This organization is clear about where it wants to go	1	2	3	4	5	NEI	N/A
55. Other work groups share information about their work	1	2	3	4	5	NEI	N/A
56. This organization produces a high quality service	1	2	3	4	5	NEI	N/A
57. Customers appreciate the quality of our service	1	2	3	4	5	NEI	N/A
58. I am satisfied with my job	1	2	3	4	5	NEI	N/A
59. The long-term goals of this company are communicated clearly	1	2	3	4	5	NEI	N/A
60. Work groups view other work groups as supportive and helpful	1	2	3	4	5	NEI	N/A
61. People comment on how good our service is	1	2	3	4	5	NEI	N/A
62. I enjoy my work	1	2	3	4	5	NEI	N/A
63. Employees have a clear vision of where the organization is going	1	2	3	4	5	NEI	N/A
64. Constructive criticism is encouraged	1	2	3	4	5	NEI	N/A
65. People care how their work affects others in this organization	1	2	3	4	5	NEI	N/A
66. Open discussion of differing views is encouraged	1	2	3	4	5	NEI	N/A
67. I get constructive, timely information on how well I am performing	1	2	3	4	5	NEI	N/A
68. If I had to choose again, I would choose to work for this organization	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
69. Our customers are satisfied with the organization's services	1	2	3	4	5	NEI	N/A
70. Opposing viewpoints are welcomed here	1	2	3	4	5	NEI	N/A
71. I would recommend this organization to my friends and family	1	2	3	4	5	NEI	N/A
72. This organization's customers believe that we care what they think	1	2	3	4	5	NEI	N/A
73. People can express their real views here	1	2	3	4	5	NEI	N/A
74. I feel that my career with this organization is progressing as it should	1	2	3	4	5	NEI	N/A
75. I get helpful suggestions on how I can improve my performance	1	2	3	4	5	NEI	N/A
76. This organization's customers love to do business with us	1	2	3	4	5	NEI	N/A
77. This organization has a good performance appraisal system	1	2	3	4	5	NEI	N/A
78. I'm provided with enough information to make good decisions	1	2	3	4	5	NEI	N/A
79. When changes are made in this organization, the employees win	1	2	3	4	5	NEI	N/A
80. Employees trust management in this organization	1	2	3	4	5	NEI	N/A
81. Decisions are based on adequate information	1	2	3	4	5	NEI	N/A
82. I trust management to treat me with consideration	1	2	3	4	5	NEI	N/A
83. My supervisor knows when to get employee input for important decisions	1	2	3	4	5	NEI	N/A
84. I am involved in making the decisions that affect me most	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
85. People are free to take independent actions when needed to do their jobs	1	2	3	4	5	NEI	N/A
86. Deadlines for work completion are realistic	1	2	3	4	5	NEI	N/A
87. All things considered, I have confidence in the leaders of my organization	1	2	3	4	5	NEI	N/A
88. Looking into the future, the leaders will do the right things for my organization	1	2	3	4	5	NEI	N/A
89. I trust the leaders of my organization	1	2	3	4	5	NEI	N/A
90. My organization is competently led	1	2	3	4	5	NEI	N/A

Section II: Practice of Program Evaluation Survey
Questions are on a 7 point scale: 1- strongly disagree; 2- disagree; 3-unsure; 4-agree; 5- strongly agree with 2 scales indicating NEI -- Not Enough Information and N/A -- Not applicable.

1. Evaluation is used to inform external audiences about the progress of the organization	1	2	3	4	5	NEI	N/A
2. Evaluation information is used to improve our programs	1	2	3	4	5	NEI	N/A
3. Evaluation is an important part of the work of my team	1	2	3	4	5	NEI	N/A
4. Evaluation is mainly done for funders	1	2	3	4	5	NEI	N/A
5. Evaluation is done to report the benefits of programs to the public	1	2	3	4	5	NEI	N/A
6. Evaluation is done at the end of a program or event	1	2	3	4	5	NEI	N/A
7. Evaluation information is used to plan programs	1	2	3	4	5	NEI	N/A
8. Evaluation is intended to judge the work of others	1	2	3	4	5	NEI	N/A
9. Evaluation findings are shared on an organizational level	1	2	3	4	5	NEI	N/A

	SD	D	U	A	SA		
10. Evaluation is viewed as a conscious process for improvement	1	2	3	4	5	NEI	N/A
11. Evaluation findings are shared between work groups	1	2	3	4	5	NEI	N/A
12. Evaluation is part of our formal organizational meeting structure	1	2	3	4	5	NEI	N/A
13. Evaluation is done by external evaluators	1	2	3	4	5	NEI	N/A
14. Evaluation is done in a formal, written way in my organization	1	2	3	4	5	NEI	N/A
15. Evaluation is an important way to show accountability to the public	1	2	3	4	5	NEI	N/A
16. Evaluation is practised as a conscious value of the organization	1	2	3	4	5	NEI	N/A
17. Evaluation is usually done by the staff of programs	1	2	3	4	5	NEI	N/A
18. Evaluation information is shared with other organizations	1	2	3	4	5	NEI	N/A
19. Evaluation findings are received from other organizations	1	2	3	4	5	NEI	N/A
20. Evaluation contributes to accumulated learning	1	2	3	4	5	NEI	N/A
21. Evaluation is everybody's job	1	2	3	4	5	NEI	N/A

THANK YOU!

Appendix E

Human Subjects Institutional
Review Board Approval

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WESTERN MICHIGAN UNIVERSITY

Date: 20 November 1997

To: James Sanders, Principal Investigator
Lorraine Marais, Student Investigator

From: Richard Wright, Chair   *Richard A. Wright*

Re: HSIRB Project Number 97-10-31

This letter will serve as confirmation that your research project entitled "Exploration of the Relationship Between Organizational Culture and the Practice of Program Evaluation in Human Service Organizations (HSOs)" has been **approved** under the **exempt** category of review by the Human Subjects Institutional Review Board. The conditions and duration of this approval are specified in the Policies of Western Michigan University. You may now begin to implement the research as described in the application.

Please note that you may **only** conduct this research exactly in the form it was approved. You must seek specific board approval for any changes in this project. You must also seek reapproval if the project extends beyond the termination date noted below. In addition if there are any unanticipated adverse reactions or unanticipated events associated with the conduct of this research, you should immediately suspend the project and contact the Chair of the HSIRB for consultation.

The Board wishes you success in the pursuit of your research goals.

Approval Termination: 20 November 1998

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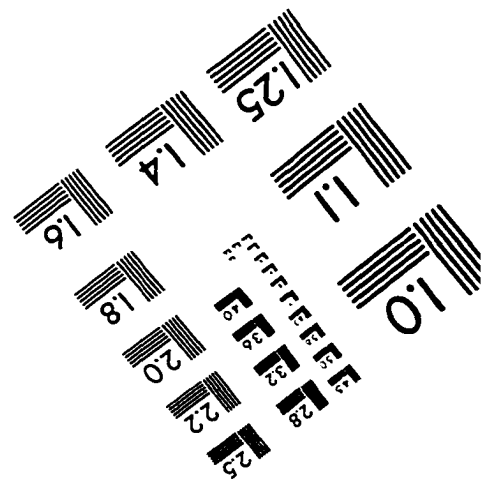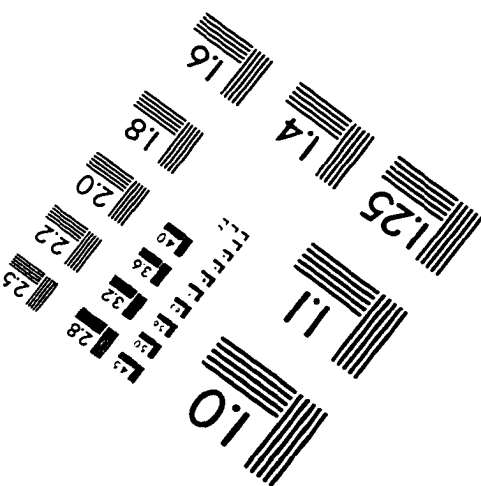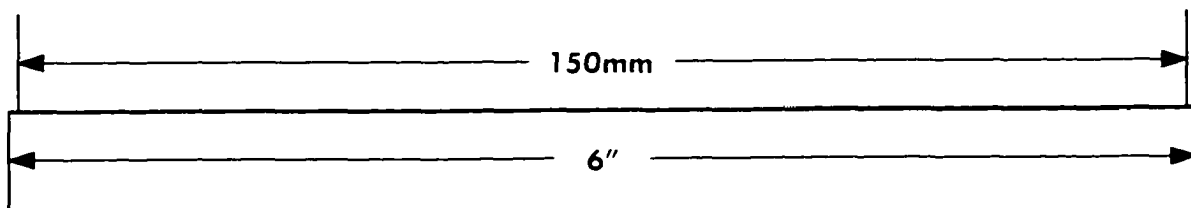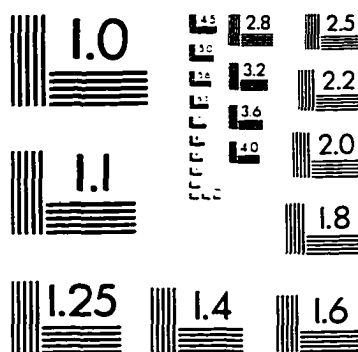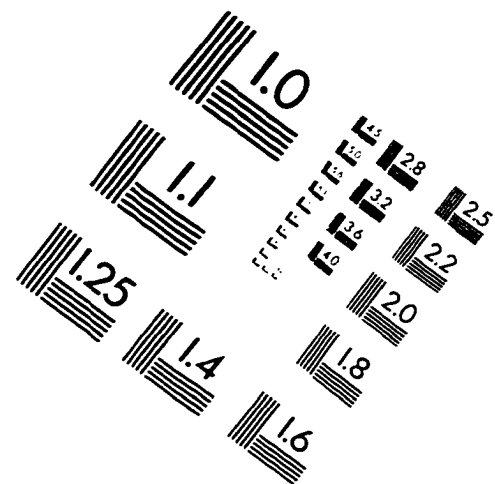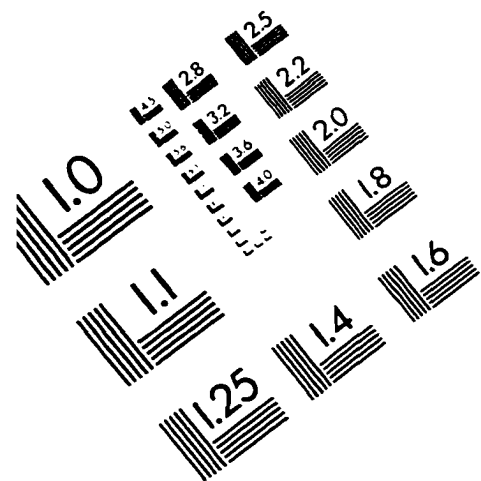Miles, M., & Huberman, A. (1994). *Qualitative data analysis*. Thousand Oaks, CA: Sage.

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IMAGE EVALUATION
TEST TARGET (QA—3)

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