Motivation to Complete Court-Ordered Sanctions: A Literature Review and Evaluation Plan for the Salvation Army Freedom Ministries, Kingston

by

Ben Raymond

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Dedication
For my family and friends. “Come further up, come further in!”
Abstract

When parolees neglect community service orders, they increase their risk of failing to complete them in the time prescribed. Neglected open cases also reduce recorded participation and require additional work to manage. A literature review on motivation was conducted to identify counselling and management techniques that have been shown to work in community justice. In particular, the use of motivational interviewing techniques by staff and the application of self-determination theory to participants were supported by the literature. The capacity and feasibility of the agency to adopt behavioural technology was assessed through an evaluability assessment. The development of a utilization-focused evaluation plan was recommended, using an empowerment evaluation approach. Based on the results of the evaluation, a program logic model was generated to support the process of modifying the existing program towards using behavioural concepts. To plan for when resources may become available in the future, a self-evaluation questionnaire was provided to assess which aspects of program planning and evaluation should be pursued.
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Salvation Army Freedom Ministries gave me a home to put the BPSYCH program into the field. They welcomed discussions and were willing to hear presentations on what the behavioural community has been doing in related fields. Each staff member was genuinely curious about how the program might offer assistance to their own sub-programming needs. It was wonderful to have such a warm reception to putting to use many of the skills I have learned over the last four years.
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Chapter I: Introduction

Many managers are burdened by the process of tracking those in their care who have yet to fulfil orders. Teachers experience this with students who miss deadlines and supervisors experience this with staff who are late producing what has been asked for. A coordinator for community service in the justice system also faces this burden. Offenders on parole often miss meetings set by the coordinator, do not communicate progress and fail to show any contribution to the order for months at a time. The coordinators are burdened because they must track the non-compliance, report the findings to related authorities and maintain a large number of open and inactive cases.

Salvation Army Freedom Ministries (SAFM) is the correctional division of the Salvation Army organization. In Kingston, one of the operations within that agency is entitled Community Service Orders (CSO). This operation manages Court-ordered sanctions which mandate an offender shall be assigned to and complete volunteer work in the community. The amount of community service work required by the Court is prescribed at sentencing and the work is to be completed by the end of the client's probation date. A typical time frame for completion is between one and two years. The consequence of having long lengths of time for closing a file is that approximately 200 client files are open at any given time. It should be noted that these are also largely inactive open files with no hours served each month. This sets the context for the main problem to address, which is to reduce the workload involved in managing such a large number of cases. If a much larger proportion of clients would actively work at their required service, their files would close sooner. It would be rare for an order to require more than 50 hours of service in total. Actively working on an order would amount to roughly six hours per week, and result in having the entire CSO finished within two months. The net result could be that the caseload could theoretically operate at one tenth the current size, which would more or less include the average of ten new cases and last month's ten new cases to complete. Even if the formula was altered to allow for the special cases with severely limiting factors slowing progression, the caseload could still very realistically operate at a fifth of the current size.

Each client file begins with the probation office sending SAFM the initial CSO order. The CSO coordinator will choose a date and time for the intake interview. This appointment may or may not be convenient for the client. If not, the appointment needs to be rescheduled and it is up to the client to phone SAFM and do so. A higher than desired number of clients do not contact SAFM to reschedule and do not arrive for their scheduled intake. Roughly three out of four clients will not make contact to reschedule and consequently will also not show up for the first interview. As a result, the client receives a much more sternly worded reminder to attend the next proposed meeting and the parole officer is informed of the failure to appear. This may result in distancing the client from the coordinator instead of aiding in building rapport. Lack of attendance also further magnifies the primary problem, as another layer of client management is added just to manoeuvre a client into a starting position.

Once the client does arrive for the intake appointment, the client is instructed to contact SAFM monthly to update community service hours served. Each month, approximately 5% of the total clients check in to report CSO progress. Whether or not any hours have been completed, the main value of this monthly check-in is the establishment of a relationship with the CSO coordinator. With these obligations in mind, there are essentially three requirements for each client to complete the CSO program: (1) attend the intake interview, (2) update SAFM each month on progress and (3) fulfill the sanction within the prescribed time. The client population exhibits a high degree of non-compliance with these requirements. During September 2015, only 2 out of 9 clients appeared for their intake interview, 11 out of 200 clients (or 5.5%) checked in to report monthly update, and 2 clients failed to achieve their required work order upon a September 2015 termination of parole. Non-compliance ultimately leads to a worsening social circumstance for the offender. A fine is incurred and another charge is added to the individual's criminal record as well as invariably the 30-day jail sentence for failure to comply will be part of the sentencing. Before this ultimate sentence, the client of the CSO
program lives with the impending consequence for an unfulfilled obligation. Rather than developing a sense of achievement by serving community service hours, the offender is reminded that the custody system still has a claim to his/her liberty. The CSO officers are also affected by non-compliance because they expend fiscal, time and mental resources to maintain an accurate record of the clients' failure to comply with the CSO demands. Every attempt is made to assist the client achieve success and complete the required service. From a SAFM point of view, 0% of cases need to expire with time left unserved.

The frontline SAFM worker with client contact has the opportunity to stimulate the client and motivate behaviour which would result in increased community service rendered. The concept of motivation has a rich and lengthy history of exploration and explanation. While a great many approaches exist on the topic of motivation, not all are feasible for the SAFM staff to deliver. The current culture and social climate exhibited by SAFM is rather assuming that the client should be ready to repent and has no just cause for denying responsibility towards performing the CSO. The purpose of the present study was to collaboratively evaluate the SAFM CSO program to establish which programming changes may be of use to increase client compliance. There were two important research questions to address:

1. Would an evaluation of the SAFM clarify the problem of non-compliance, and identify potential feasible solutions to it?
2. Would a narrative synthesis literature review help broaden SAFM perspectives on how similar problems in the industry have been addressed?

If SAFM consented to an evaluation, then a report was to be delivered with the findings. A portion of the evaluation was dedicated to discerning and describing the agency’s capacity to use behavioural practices. If any such behavioural technology appeared advantageous to SAFM, appendices would contain helpful instructions, reminders and links on the tools.

Programming which responds in a flexible way to the needs of the client is potentially expensive to design and time-consuming to perform. That said, flexible programming which has the capacity to explore the personal and social circumstances appears critical to ultimate success. When a client does not appear for the initial intake appointment, the default stigmatic assumption for the absence tends to be of client laziness, apathy or wilful ignorance. Rather than focus on these maladaptive behaviours, the acting coordinator may employ tactics to discern client strengths and direct him/her to resources and opportunities for growth. The type of growth in this case, would be an increase in personal motivation to see completing Court-ordered sanctions as a meaningful act. Fulfilling the requirements should be seen as a means to fortify the values which are personally held as beneficial.

Every behaviour is contingently performed based upon anticipated consequence. Some behavioural consequences have limited social value and explicitly challenge follow-through on the demands of the CSO program. It takes some skill to discern the level of anti-social attitudes, beliefs and associations before the coordinator can influence the individual in pro-social pursuits. Each time the client fails to comply, careful listening of the excuse given will reveal how a core virtue has been contextually used to garner personal gain at the expense of others. In other words, the client is trying to explain why it is excusable or good or circumstantially relevant that the appointments and required work are not honoured. This ambivalence needs to be resolved to move the conversation to a place of motivating effective change. The key point is that a program has value which can assist an individual to see not only the anti-social outcome, but the pro-social root that was twisted in order to achieve the outcome. For instance, if a client has angst over being not being able to provide finances for themselves or their dependents, anti-social solutions may come to mind. These maladaptive tools may seem to satisfy the value of provision while quelling the angst of non-provision. With this setting in mind, a skilled counselor will encourage someone to pursue the value without giving consideration to the anti-social means to achieve it. Challenging ambivalence is to deconstruct the perverse contextualization which sought to justify non-progressive behaviour. There are many non-criminal
behaviours which the client can use which are equally successful at promoting the core value apparent amid the angst. Clients who begin to perceive needs and threats as opportunities for growth and advancement will have a greater chance of making choices which fulfill the Court-ordered sanctions.

An evaluability assessment will determine agency readiness, capacity to change, identify primary users and also primary uses – all of these elements essential to predicting levels of expected success. This evaluative process also places the SAFM in a position of ownership to respond to the findings with meaningful program changes well suited to their own resources and agenda.
Literature Review

The question of what drives behaviour has been asked as far back as recorded literature allows us to see. The oldest manuscript known in existence is the Epic of Gilgamesh (c. 2100BCE), a story-poem chronicling the pursuit of meaning. The Pentateuch (c. 600BCE) not only recorded human events, but also offered commentary on the morality of such behaviour and some insights on the nature of human desire. In the modern era, conversations about instinct vs conscious control continued in a variety of forms; from nature-nurture debates to claims of genetic predisposition dictating behavioural outcomes. In 1931, Holt wrote a landmark book explaining why human behaviour is not instinctive. Although human behaviour may be innately predisposed and it may often express in a path of least resistance, this is not evidence that humanity has no control over activity. Advances in biological and physiology discovery have greater explanatory power on the effect of nervous impulses moving through various brain regions (Huettel, Song, and McCarthy, 2009). The frontal cortex is engaged each time the central nervous system is activated, which is to say constantly, and each perception is evaluated with comparison to previous choices made in a similar context. The themes of control and motivation are closely tied. If there is no self-control or conscious choice to engage, then all manner of stimulus-response techniques would be sufficient. If self-control is a factor, then a description of the deliberation between drives and desires and the evaluation of such impulses is necessary to further define motivation. The key concept is the desire to gain through improvement. Motivation may be best referenced as an individual private mental event which involves an impulse to improve a currently perceived context.

Clark Hull, in 1943, developed the first explanatory model for motivation, which was called Drive Reduction. In the simplest form, humans reduce urgent sensations, and thus are internally motivated to change their personal state of need through interaction with the environment (Hilgard & Bower, 1975). An alternative approach to studying motivation was presented by Abraham Maslow (c. 1950’s). Maslow built on the theory of needs as espoused by Hull and created a hierarchy to help explain a wider variety of human behaviour. Maslow categorized gains and explained that individuals are motivated to improve personal strength which helps attain the gains. In 1953, Maslow published a book entitled Motivation and Personality. In this case, personality referred to the expression of inner strength used to pursue gains independent of the attention and affection from others. Inner strength referred to the disciplines which engendered satisfying virtuous principles and values. Through the organization of hierarchy, with an inventory of personalized values, motivation could be discussed in terms of fulfillment of meaning and morality for the individual. In the same book, Maslow broached the subject of gratitude. Gratitude moves the motivation from pure pursuit of principle for one’s own self to that of pursuing acts of reciprocation for those who have helped in some way. To recognize the opportunities provided by others with thankfulness, behaviours were intrinsically encouraged to support those who have been supportive. This impetus for stimulating benevolent behaviour at some point for the individual also extends to younger generations. These acts are not generally performed for external incoming praise, but rather an internal outpouring acknowledgement of potential meaningful opportunity. Gratitude allows one’s own central locus of control to capitalize on using circumstances to increase social benevolence without requiring explicit social attention as part of the reward for behaviour.

A decade later, Fredrick Herzberg (1959) promoted the Motivation-Hygiene theory. Issues of hygiene included lower body basic needs and threats to security. The theory was that attempts to improve motivation by appealing to matters of hygiene tended to have limited long term maintenance of behaviour, lasting only so long as the external prompt was applied. Consequently, appealing to matters beyond sensual needs and personal fears was more likely to instill in the individual recognition of success they could attain for themselves. These successes tend to have a socially beneficial aspect and contribute to the growth of personal characteristics which were described by others as admirable or noble and the like. These characteristics become self-reinforcing based on the almost universal social
acceptance of such personal gains. According to Herzberg (1959), the two common factors which increased the likelihood of ongoing intrinsic motivation were (a) the perception of individual achievement and (b) the perceived increased sense of having control over events. Herzberg expanded on Maslow’s ideas and began to publish with increasing depth on the motivation-hygiene theory. This theory maintained that all matters of pursuit which increased satisfaction were more likely to result in intrinsic motivation than those pursuits which merely avoided disappointment. As mentioned above, this was especially true when the individual felt that satisfaction indicated new levels of achievement and that the individual was directly responsible for the outcome.

Edward Deci in 1980 introduced Self-Determination Theory. This theory neatly provided a concise summary that all humans, regardless of culture, need three things to promote intrinsic motivation: (a) The competence to control variables involved in a pursuit, (b) a sense of how the achievement relates to the improvement of interacting and caring for others and (c) to be an autonomous causal agent. Arranging an intervention for increasing motivation would have greater success if the aforementioned three items were accounted for. A checklist-style approach to ensure these items were satisfied by a program would later find its design categorized by two schools of thought: content theory (Malsow, Herzberg) or process theory (Skinner). Essentially the coordinator could motivate by focusing on elements which met an individual's needs (content) or the coordinator could focus on elements which individuals would find rewarding (process). Thus, using Deci’s 3-part model for motivation would have varied application depending on which theory was borrowed from the heaviest. McKinney, 2011, researched specific aspects of self determination theory as it applied to the corrections population regarding re-education. Deci & Ryan (2000) had already shown that corrections students reported they were more motivated to pursue studies which granted feelings of competence or increased autonomy, and McKinney’s research further reinforced these findings. When inmates were allowed to give input into their future course development, continued participation increased.

A good example of self determination content theory in application was shown by Rodriguez (2013), who managed a large number of patients dealing with diabetes. To motivate clients to follow through on prescribed therapy she designed a study to interview those who complied with the recommended lifestyle and medicinal protocols. Rather than focusing on explaining the expected future health benefits of following the program, which would be more process theory driven, Rodriguez worked with the patients attitudes, beliefs, knowledge and skill, which are more content theory-driven.

When dealing with clients of the justice system, exploration of these internal motivational variables as described by Hull, Malsow, Herzberg, and Deci could shape the use of many established cognitive behaviour intervention tools. These could be used to improve the motivation required to increase completion rates of social contracts, such as a CSO.

Jon Klaus wrote a handbook in 1998 giving an overview of the history of the CSO and the benefits to society at each stage of historical development. The handbook cites arguments given in support of the positive increase in client rehabilitation and community restoration. The report also shows that through a continuation of the CSO tradition, recidivism rates decline. Highlighting these strengths of the CSO program should inform justice agencies of the value of motivating clients to participate.

Doob & Macfarlane (1984) sampled offenders completing CSO against controls to measure the opinion of the program by all individuals impacted by its use. The offenders, staff work alongside them and the general public were all favourably disposed to the CSO. They also found an increase in socially beneficial behaviour when comparing against the control group of non-CSO probationers. Those enrolled in the CSO program had fewer follow-up police cautions and reported fewer instances of parole violation. They recommended an expanded use of the CSO where applicable.

Interestingly, a comparison study (Snowball and Bartels, 2013) was made on reoffending rates between those who were sanctioned to complete a CSO vs those who given a bond, either supervised or
unsupervised. The conclusion was that adults ordered to community service are less likely than a bond-holder to reoffend. This reaffirms the impetus to establish motivational programming to keep clients actively involved with the CSO stipulations. Those with a Good Behaviour Bond simply do not perform as well as those enrolled in community service while on parole.

CSO traditionally was used as an alternate to extra sentencing (Skinnider, 2005). Skinnider was tasked with writing a report to assist China in reforming the Reeducation Through Labour policy and have their legal system reflect the values and structure of Canada's CSO program. Part of the challenge is addressing the parole officer-offender relationship regarding the establishment of a therapeutic alliance vs an authoritative role. The challenge is motivating people to do what is mandated rather than under the autonomous agency of the individual, which risks harming Deci’s SDT model. In China, the enforced community labour is not volunteer work in the sense that it cannot be abandoned by client choice and the terms are not negotiable. Canada's CSO requirements are also non-negotiable. Both countries would benefit from a model whereby there is diminished potential for parole officer and other involved justice community staff to treat the offender as though they are still incarcerated per se and resort to threats of further imprisonment for non-completion of CSO.

To answer the question of what interventions justice staff can use, a summary report of the evidence of best practices was put together by Sapouna, Bisset and Conlong in 2011 for the Scottish government. They find that interventions for CSO's involving MI have good outcomes. Further, there is good evidence for mentorship involving MI as having increased capacity to meet criminogenic needs.

In the same year, 2011, the Durham Family Court Clinic (Jennings et al.) reported that establishing a therapeutic alliance in the context of a CSO endorsement led to improved outcomes on participation. This is important because Feeley, Berk and Campbell (1992), examine the risks associated with this population, in particular that criminal offenders are often unreliable. This means that offenders fail to conform to social conventions and fail to keep schedules and appointments. Under a loosely administered CSO program, supervision is required by staff who are themselves have no special interest in performing the duty. The longer the span of time designated by the court to complete the CSO, the less likely the client will actively participate. Consequently, a stronger bond between coordinator and client can maintain more persistent participation on the part of the client towards their CSO.

Support for MI is also shown in the offender population even when used during non-CSO arrangements. Those who are incarcerated for life, but are pursuing socially adaptive skill building through formal education, benefit from MI being used as an adjunct to increase client participation (Yates, 2010).
Format/Methodology

There were three components to the evaluation: (a) Development of an evaluation framework for the CSO program at SAFM, (b) a literature review on best practices related to agency-identified need, and (c) support for implementing research into practice through knowledge translation.

The evaluation approach to be used is called Utilization-Focused Evaluation (UFE) and was developed by Michael Quinn Patton (2002). The evaluation is facilitated by an external expert with the goal of having the agency themselves take ownership over the evaluation process and the final outcome. Each agency exists in a context with varying degrees of readiness and capacity. The cornerstone philosophy of this approach is to identify primary intended users and primary uses, ensuring that whatever program is designed has the maximum potential to connect specific users with high utility uses. The evaluation will be planned with the use of the Program Evaluation Toolkit (1997) available at www.excellenceforchildandyouth.ca.

This toolkit breaks down the evaluation process into three main components, each with a subset of listed activity. The three main components are: (a) Planning, (b) Doing and (c) Using.

In the Planning Evaluation stage, the recommended activities are: (1) Define evaluation project (2) Define evaluation goals or objectives (3) Gain support of senior management and board (4) Ensure funder awareness and participation (5) Consider readiness of program and program staff (6) Assess areas of evaluation expertise amongst staff (7) Identify evaluation team members (8) Ensure staff buy-in for evaluation (9) Identify all stakeholders and their interests in conducting an evaluation (10) Involve client groups whenever feasible (11) Review evaluation budget (12) Conduct an initial scan of literature (13) Determine any potential barriers and possible solutions (14) Develop a program logic model (visual framework) of the project in consultation with the evaluation team (15) Share program logic model with stakeholders for input/feedback (16) Define evaluation questions (17) Review the literature on previous evaluations of similar programs (18) Identify data collection sources and techniques (19) Identify indicators and measures (20) Pilot any new measure

In the Doing Evaluation stage, the recommended activities are: (1) Conduct an in-depth review of the literature on best and promising practices relating to the delivery of your program (2) Conduct interviews, focus groups, and/or observations (3) Administer measures (4) Create a database (5) Analyze information collected (6) Summarize fieldwork findings (7) Formulate lessons learned for each evaluation question (8) Assess the evaluation process (9) Write interim report (10) Get feedback from stakeholders

In the Using Evaluation stage, the recommended activities are: (1) Develop an action plan for making use of evaluation findings and sharing results (2) Evaluation with key program stakeholders (3) Write final evaluation report (4) Distribute report and discuss evaluation results with program stakeholders (5) Discuss the implementation of change based on key findings with stakeholders

Further evaluation philosophy and specific application will be drawn from www.knowmo.ca, especially the questions focused on discovering agency capacity.

The evaluation planning can be done in bi-weekly planning sessions. These meetings explore the definition of variables, identify involved individuals, assign roles/tasks, determine barriers and strategize to overcome them and the develop of a logic model. The recommended activities from www.excellenceforchildandyouth.ca are further directed according to the UFE approach as laid out in the online manual by Ramirez. By completing the first seven stages in the manual, the outcome of this process should be a clarified description of the central problem and an assessment of the resources available to address the issue.

A literature review shared with the agency will provide examples of other related industry activity and foster a discussion on exploring and changing the existing client interview process.

Knowledge translation is the activity of creating a working plan based upon the findings, which is delivered in language which is meaningful to the agency.
Results

Initial assessment of the agency operations by informal interviewing of the coordinator showed the capacity to facilitate the existing client management program as currently challenged. This interview revealed that the CSO coordinator has each of the four days of the work week fairly meticulously planned for existing tasks, to which evaluation would be an additional workload. Discussions were held with the coordinator regarding the integration of evaluation findings and recommendations. The program logic model described activities which at that time seemed like they required more resources than the agency could commit to. Modifications to the program were generally perceived as adding to the workload rather than reducing it.

The capacity and feasibility of the agency to adopt behavioural technology was assessed through an evaluability assessment. The evaluation of the agency was a collaborative investigation of the primary concern, which was to reduce the workload of the program coordinator in relation to managing a largely inactive database. Based on the results of the evaluability assessment, a program logic model was generated to support the process of modifying the existing program towards using behavioural concepts to increase client participation, and also showed how successful client compliance would reduce caseload for the coordinator to manage. Following the UFE guidelines, the agency was found to be in a quasi-state of readiness, which means that although willing to adopt a motivational program, current staff skills in the area of motivational interviewing would require extensive additional training. At the conclusion of the assessment, the agency was not in a position to adopt the modifications. The agency expressed interest in using motivational interviewing but would likely require bringing in a specialist to train staff to perform that function. Adding a part-time staff member or volunteer seems like the most obvious resource to meet the demands proposed by the new program.

To plan for when resources may become available in the future, a self-evaluation questionnaire was provided to assess which aspects of program planning and evaluation should be pursued.

Discussion

The problems contributed by the clients are low attendance to the initial intake interview and the lack of progress towards community service hours for many months at a time. Clients who are unwilling to participate in a timely manner make the application of an intervention difficult. The common response by members of the justice community often involves threats of punishment. Extending custody, applying response costs in the form of fines and the denial of various liberties are often used as coercive tools of persuasion. There is a culture surrounding the offender where it is perceived that the parole officers, police and judge are only interested in identifying misbehaviour and punishing it accordingly. To design a program which centres on reinforcing good behaviour is so counter to this culture as to be viewed by the offender with a high degree of scepticism. A great deal of suspicion is exhibited by the offenders and it takes considerable skill, empathy and effort to earn trust before moving on.

The literature review focused on theories of motivation. The use of motivational interviewing with an emphasis on self-determination theory is well established and available for use. Each professional has ideas about the most effective service delivery and these ideas may not coincide with orders, prescriptions and allowances given by other professionals for a particular client. It is the aim of research such as this to encourage the application and use by members of the justice community. Further investigation on how to integrate these tools in a way that minimizes additional labour requirements rather than adding to them would be of practical use.

It is worth the pursuit because if pro-social, intrinsically motivated behaviour would accelerate the completion of CSO sanctions, it would better prepare the individual for peaceful and well-behaved life after custody. Even when a client is better oriented to behave pro-socially, there are some deeply engrained stigmas held by the community which are potential threats to an offender’s rehabilitation. Establishing trust is always more difficult when an individual’s criminal past is remembered by the
community. Narrow boundaries and more limited opportunities for becoming industrious imposed by the community further hinder the process of an offender reclaiming or fulfilling a socially beneficial role. Regular contact with those who role-model care and concern while dealing with resolving conflicts and excuses has been identified as a criminogenic need by CSC (Dell & Roger, 2000). A SAFM staff in just such a position is perfectly placed to foster more resilience to benefit the offender. It is hoped that what begins as motivating behaviour to complete a sanction would generalize to help achieve further personal success in a culturally normal manner.
Appendix A

Program Logic Model
Inputs:
Time
Money
Effort

Activities:
Assessment Meetings
Program Evaluation
Program Design
Review literature

Participants:
Salvation Army staff &
SLC students
Justice Community
Clients

Engagements:
Design—plan, organize, work, evaluate, rethink

Correspond and contract with JC
Service Delivery

Outputs:
Evaluation report
Program guide
Industry recommendations
Motivated clients

Outcomes / Impacts:
Greater communication with SA & JC
Higher number of processed CSO's
Approach to assessment through evaluation reinforced

Short term:
SA learns to evaluate self
& motivate clients

Medium term:
Discrete JC orders
SA motivates clients to finish
CSO's ahead of prescription

Long term:
Increased rate of CSO completion
Appendix B
Primer to Motivational Interviewing (MI)
A style of communication between coordinator and client which accomplishes three criteria:
1) Engage the client – develop a rapport and alliance regarding the issue at hand (the CSO)
2) Elicit change talk – Listen for keywords which indicate a client is ready to adjust current behaviours, focus the conversation on topics which naturally lend themselves to discussions about lifestyle adjustments
3) Evoke motivation – discuss and promote client goals regarding academic pursuits, emotional regulation, family connections, role model replicating & vocational training. Challenge attitudes, beliefs, knowledge and excuses which hinder progress

Concepts of MI:
A) The client is the antecedent.
The client signals for themselves what is available and possible. Self Determination Theory can provide insights on how a client can internalize external variables and align them with personally held social values while maintaining a sense of agency and causal determination over the consequence.
B) Client explains and resolves “yes, but...”
The client is encouraged to voice doubts and concerns regarding opportunities for growth. The coordinator prompts the client to think adaptively and critically towards the excuse and posit a solution in its place.
C) Artificial/contrived persuasion is fleeting.
As long as the coordinator is the source of motivation (a la cheerleader) the momentum is unlikely to maintain. As long as the client is operating from enthusiasm without substantive responses for trying times, the momentum is unlikely to maintain.
D) The client talks, the counsel elicits.
Ultimately the goal of MI is to have a client self-sufficiently intrinsically motivated without coordinator or facilitator guidance. To efficiently fade the counsel, the client must act as the prominent change agent in discussions.
E) The counsel directs resolution of ambivalence.
Justification for behaviours harmful to progression must be arrested. When a client offers a contextualization of rule governed behaviour which impedes motivation, the counsel shall redirect to client held values and indicate which behaviours within the client's repertoire best access a positive outcome.
F) Readiness in not a trait.
MI holds a philosophical view that willingness to change is an unnatural state for the client. Following a plan for change will require nurture, guidance and guarding with frequent assessment of progress.
G) Partnership is key, so counsel can fade.
Another philosophic view of MI is that the client will receive counselling support in a manner which the client can adopt for themselves. Each session should empower the client to access and retrieve their own answers to life's challenges. Repetition of MI sessions should become naturally redundant as the client develops the skill to recognize their own change talk in natural settings and plans with commitment to act upon it.
Appendix C

Empowerment Evaluation

Suggested resource:
Getting to Outcomes, 2004, by Matthew Chinman, Pamela Imm, Abraham Wandersman

When the agency (SAFM) is ready to adjust the current CSO program, these ten questions are designed to both empower the agency through their own answers provided and focus accountability to the proper change agents.

Question #1: What Are the Underlying Needs and Conditions in the Community? (Needs/Resources)
Question #2: What Are the Goals, Target Populations, and Objectives (i.e., Desired Outcomes)? (Goals)
Question #3: Which Evidence-Based Programs Can Be Used to Reach Your Goal? (Best Practice)
Question #4: What Actions Need to Be Taken So That the Selected Program “Fits” the Community Context?
Question #5: What Organizational Capacities Are Needed to Implement the Program? (Capacities)
Question #6: What Is the Plan for this Program? (Plan)
Question #7: How Will the Quality of Program and/or Initiative Implementation Be Assessed? (Process)
Question #8: How Well Did the Program Work? (Outcomes)
Question #9: How Will Continuous Quality Improvement Strategies Be Incorporated? (CQI)
Question #10: If the Program Is Successful, How Will It Be Sustained? (Sustain)

Another model for empowerment evaluation would be the consideration of:
Improvement – what will be a measure of gain?
Community ownership – who will benefit from changes made? (thus having an interest in ownership)
Inclusion – who will contribute to success of the program?
Democratic participation – what parties can offer fair and objective input?
Social justice – a declaration of community value
Community knowledge – to what degree does performance rely on external familiarity with the program?
Evidence-based strategies – access history and honour scientific proof
Capacity building – enhance stakeholder opportunity to influence the program
Organizational learning – use data to inform decision making
Accountability – highlight impact of program performance regarding particular populations/agents
Appendix D

SAFM UFE

Salvation Army Freedom Ministries: CSO / DAP
Motivation to Complete Court-Ordered Sanctions: Literature Review and Evaluation Plan

What is CSO / DAP?
This organization manages and coordinates the Community Service Orders (CSO) program.
Offenders are ordered by the court to complete Community Service as part of their probation.
Community Service Orders are typically given a time frame for completion between one and two years.
In the Kingston office, the current caseload of open files, which means unfulfilled orders, is approximately 200 clients at any given time.
The Direct Accountability Program (DAP) is set up to allow those charged with certain specific minor criminal offences, to complete sanctions. This may include community service.
Successful completion of these sanctions results in a withdrawn charge from the crown.
A DAP agreement is to be completed “as fast as is reasonable”. The SAFM worker will encourage completion in less than two months whenever possible.
In the CSO department of SAFM, DAP initiatives are coordinated for those charged in Napanee and there would be a minimal caseload of one or two open cases at any given time.

How Does the Program Work?
The probation office will send SAFM the CSO order once the initial file is prepared.
The CSO coordinator will choose a date and time for the intake interview.
If the appointment needs to be rescheduled, it is up to the client to phone SAFM and do so.
A higher than desired number of clients do not contact SAFM to reschedule and do not arrive for their scheduled intake.
Roughly three out of four clients will not make contact to reschedule and consequently will also not show up for the first interview.
During the intake interview, the client is instructed to contact SAFM monthly to update community service hours served.
Each month, approximately 5% of the total clients check in to report CSO progress.

The Cost of Non-Compliance
If the client fails to perform the ordered service by probation expiry:
A monetary fine may be issued
A warrant for arrest will be issued
30 days jail time is the minimum penalty
A further criminal charge will be added to the client’s record

Salvation Army Freedom Ministries Desires Success for Clients
Every attempt is made to assist the client achieve success and complete the required service.
From a SAFM point of view, 0% of cases need to expire with time left unserved.

Summary of Main Concern
The problem(s) to solve:
Higher rate of attendance to intake interview
Increased contact on a monthly basis
CSO orders completed; especially an emphasis on completing orders at a rate of 10+ hrs/month
Processing the Problem
To address these problems, an evaluation was conducted on the SAFM CSO program. This consisted of six discussions which sequentially explored the agency’s readiness to adjust the program and understand the agency’s capacity to make the changes. A program logic model organized the information to clarify inputs, activities & outcomes. A literature review highlighted how motivation has been used in the manufacturing industry & health care system. The goal was to identify if any findings which motivated workers and patients might generalize to motivating offenders.

Literature Review
The question of what drives behaviour has been asked since the beginning of recorded literature. Thousand year old texts recorded human events and offered commentary on the morality of such behaviour. In the modern era, debates about instinct vs conscious control were held. In 1931, Holt wrote a landmark paper explaining why human behaviour is not instinctive. Human behaviour may be innately predisposed and it may express in a path of least resistance approach, however this is not evidence that humanity has no control over activity. Clark Hull, in 1943 developed the first explanatory model for motivation which was called Drive Reduction. In the simplest form, humans reduce urgent sensations, and thus are internally motivated to change their personal state of need through interaction with the environment. A formalized approach to studying motivation was organized by Maslow (c. 1950’s). Maslow built off the theory of needs as espoused by Hull and created a hierarchy to help explain a wider variety of human behaviour. Through the organization of hierarchy, motivation could be discussed in terms of fulfillment of meaning and morality.

Maslow categorized gains and explained that individuals are motivated to improve personal strength which helps attain the gains. A decade later, Herzberg promoted the Motivation-Hygeine theory. Issues of hygiene included lower body basic function and threats to security. Attempts to improve motivation by appealing to matters of hygiene tended to have lower success. According to Herzberg, people were more motivated to engage in activities which either increased individual achievement or increased the sense of having control over events. Edward Deci in 1980 published on Self Determination Theory which gave a checklist style approach to arranging for improved motivation. 1) control over variables involved 2) recognition of social importance of the behaviour 3) perception as a causal agent

Dr. Rodriguez (2013) managed a large number of patients who were dealing with diabetes. She wanted to understand the driving factors behind those who complied with the prescribed lifestyle and medicinal protocols. Dr. Rodriguez published her findings that four primary components were important to increase motivation: Attitude (why should I?) Belief (this will mean I am that) Knowledge (A + B = AB outcome, no question) Skill (application in the midst of tension)
Knowledge Translation
How do we make these theories and findings applicable to the justice system, my clients in particular and guide my own approach?

With each client-CSO coordinator interaction, an opportunity exists for influence on the follow through of sanctions.

Engage – build trust / rapport
Elicit – find out what clients hopes to change
Evoke – use clients own skills to effect change

Incorporate the completion of sanctions as a useful tool in the promotion of achievement.

Highlight for the client:
How to overcome excuses
How it helps others
How they are free to do it

Explore with the client:
Attitudes towards sanctions
Belief about what it will accomplish
Knowledge about the process
Skills needed to achieve success

Processing the Problem
The results from the evaluation pinpointed two practical areas of service:
Modify the intake interview to collect data specifically useful for stimulating hope, meaning and purpose related to the completion of sanctions
Implement a client management program which supplies the maintenance for increased motivation

Intake Interview
There are core questions which are of obvious merit and included in almost every interview
There are additional questions which can be asked in response to cues supplied by the client.
Broadly categorized, and based off CSC research regarding offender needs, questions to be asked:
Academic – further schooling
Anger/antisocial feelings – further counseling
Family: affection – further plans to connect
Pro-social model – further pursuit of emulation
Vocational skills – further training
For each question remember the motivational research findings!
Promote warmth, acceptance and curiosity
Engage, elicit, evoke
Refer to social improvement by compliance
Challenge attitudes, belief, knowledge & excuses

Client Management
In each monthly cycle, every client needs to be communicated with.
The communication should build on established rapport and focus on the gains made over the month.
This may include focusing on non-CSO work!
Continued exploration of social improvement through: academic, counseling, personal growth, family development & vocational skills training all contribute to the sense of finding meaning in the completion of sanctions.
It’s not just about hours completed!

There is a skill required to maintain a friendly and warm approach while maintaining the role of interviewer. Engage, Elicit, Evoke talk should incorporate non-CSO elements as a relation to CSO sanctions. Personal authenticity is paramount. Careful record of what client’s vocally volunteer as valuable is entirely useful in subsequent discussions. Asking client’s to act on what they have committed to for themselves is likely to meet with little to no resistance. The client should feel as privileged as possible by the reaching out (non-judgmental and non-authoritarian) The client should sense a genuine interest in the promoting of pro-social advancement and believe the completion of sanctions is related.

Summary
Personal and social growth activities should not be so segregated as to be perceived as either in the justice system or out. Monthly check-ins which incorporate encouragement of meaningful non-CSO activity should promote completion of sanctions at a higher rate, being seen as a pair of steps on the very same path.
REFERENCES
Malcolm M. Feeley, Richard Berk, and Alec Campbell, Between Two Extremes: An Examination of the Efficiency and Effectiveness of Community Service Orders and Their Implications for the U.S. Sentencing Guidelines, 66 S. Cal. L. Rev. 155 (1992), Available at: http://scholarship.law.berkeley.edu/facpubs/1332