Organizational Change for Procedures and Regulation Implementation: Institutionalization Process in a Global/Local Setting

Luís Pimentel
Universidade Europeia, Lisbon
ISCTE-IUL (University Institute of Lisbon)

Paula Anjos
Universidade Europeia, Lisbon

The purpose of this paper is to examine how organizational change was conceived and implemented in a local setting, as a response to severe deficiencies found regarding procedures and regulations application. A qualitative methodology was used, supported on a case study, a state prison in Portugal. Data were gathered by tape-recorded interviews and by written documentation. This paper shows that organizational change can be the umbrella to solve deficiencies regarding procedures and regulations application. Furthermore, some key factors were found as relevant in practice to support a well-conceived organizational change strategy, such as isomorphism, practice variation, collective involvement, among others.

Keywords: organizational change, institutional theory, institutionalization process, case study

INTRODUCTION

Today, changes in the environment occur frequently, implying that organizations increasingly need to respond to challenges and take advantages of the coming opportunities. Indeed, new social, economic, political and technological trends are constantly pressing organizations to act quickly, in order to assure favourable outcomes (Heckman, 2017). To assure accuracy in management, organizational change is, today, a compelling need and a permanent concern of managers. To achieve successfully organizational change processes, proactivity and motivation must always be present (Weick and Quinn, 1999). Public administration has also been subject to organizational change, particularly within the scope of different public administration modes: i) Traditional public administration (PA); ii) New public management (NPM); and more recently, iii) New public governance (NPG). Moreover, in public administration, change implies additional constraints and resistance (Osborne, 2006).

The purpose of this study is to understand how organizational change was conceived and implemented in a local setting (a government agency), as a response to severe deficiencies found regarding procedures and regulations application. Concretely, the research intends to determine how a change process in a public agency took place, successfully or not. Resulting from a merger of two previous public departments, it is also intended to analyze what were the key factors associated with the change process.

This paper is structured as follows. In the next section, literature review is presented, focusing mainly on institutional theory, particularly the questions associated with organizational context, multiple field levels and intra-organizational dynamics. In section three, the methodology and research methods adopted in the investigation are depicted. Research questions are also listed. The empirical study is developed in section four. The paper ends with discussion and conclusions, in the final section.

LITERATURE REVIEW

Organizational change is defined as an intentionally planned change in the formal structure, systems, processes, or product market of an organization, to improve the organization's objectives (Lines, 2005). This approach implies that organizations aim to achieve effectiveness and competitiveness. Knowledge management has been the vehicle for reaching those goals, bringing together technical issues, organizational issues, and the structure and context within which these tools may be used (Hlupic, Pouodi and Rzevski, 2002; see also Rzevski and Prasad, 1998). Knowledge management is a 'set of procedures, infrastructures, technical and managerial tools, designed towards creating, circulating (sharing) and leveraging information and knowledge within and around organisations' (Bounfour, 2003, p. 156). The change can be the result from continuous processes that must be treated in an orderly manner, remaining open to the possibility of an unpredictable turnaround, and unexpected situations or environments (Buono and Kerber, 2010). Indeed, in turbulent business environments, 'knowledge management emphasizes the importance of knowledge for organizations and its pivotal role in achieving competitive advantage' (Hlupic, Pouodi and Rzevski, 2002, p. 90; see also Edvardsson, 2009, who states that knowledge management has been quite positive for companies).

In public administration, change and reforms are visualized within the scope of public administration modes. Traditional PA is mostly characterized by bureaucracy and public service. On the other hand, NPM is a mode directed to individual interests, financial performance, costs reduction and consideration of citizens as 'customers'. More recently, NPM has been evolving to NPG. NPG looks at public service, intends to respond to citizens instead of customers, and stresses service effectiveness and outcomes (Osborne, 2006).

Strongly linked to organizational change, institutional theory has been used in recent years as an umbrella to explain why and how organizations react to pressures and changes in society. Institutional theory has become very popular in organizational analysis. Indeed, the concept of organizational field (OF) is central to institutional theory (Greenwood, Suddaby and Hinings, 2002). New Institutional sociology (NIS), one of institutional theory branches, considers the active roles of institutions to help to understand management practices. NIS highlights political and cultural reasons (rather than technical ones) for the existence of certain social and organizational practices, which may come along through institutional pressures.

These practices encompass change processes, being the role of change, ambiguity and constraint, and the implications of these organizational characteristics for the social structure, as a whole, very important factors to analyze in the neoinstitutionalism domain (DiMaggio and Powell, 1983). Beyond technical knowledge, organizations reflect also the cultural rules and social beliefs in their environments. However, organizations, when adapting to institutional environments, can play active roles in shaping those contexts. Thus, NIS reflects mainly a macro framework (Meyer and Rowan, 1977).

However, NIS framework presents some limitations, such as the static character and the way it deals with intra-organizational issues. Additionally, NIS has been criticized for neglecting internal organizational dynamics and factors (power, conflict or change processes) (Hopper and Major, 2007). Contributing to close this gap on this branch of IT, some researchers have been building a framework based on NIS but incorporating the intra-organizational and procedural kind of analysis (a micro approach). Combining both frameworks, Dillard *et al.* (2004) developed a model (institutional relational dynamics model) that considers macro-level and micro-level analysis, highlighting, beyond the dynamics of embedding and change at the organizational level, the socio-economic and political context, and the OF level.

Figure 1 presents the 'Institutional relational dynamics' model (Dillard *et al.*, 2004), where the process of institutionalization, proceeding in a recursively cascading manner along three nested levels of socio-historical relationships, can be visualized. The economic and political level (PE) establishes norms and values which are disseminated to society and organizational fields, a meso level. This level includes socio-economic configurations, such as industry groups, professional institutes or geographical collectives. At the organizational level, institutions are viewed as independent variables or as "structural properties which comprise the taken-for-granted assumptions about the way of doing things, which shape and constrain the rules and routines, and determine the meanings, values, and also powers of the individual actors" (Burns and Scapens, 2000, p. 11).

OF level plays a significant role as an intermediate unit between organizational level (including individual actors) and PE level (including systems of societal and trans societal actors). The concept of OF also "expands the framework of analytic attention to encompass relevant actors, institutional logics and governance structures that empower and constrain the actions of participants in a delimited social sphere" (Scott, 2014, p. 208).

At the organizational level, organizations can be characterized as innovators, which are the organizations which develop new organizational practices, or as late adopters, which are those organizations that adopt the practices of the innovator organizations (Dillard *et al.*, 2004).

FIGURE 1
INSTITUTIONAL RELATIONAL DYNAMICS
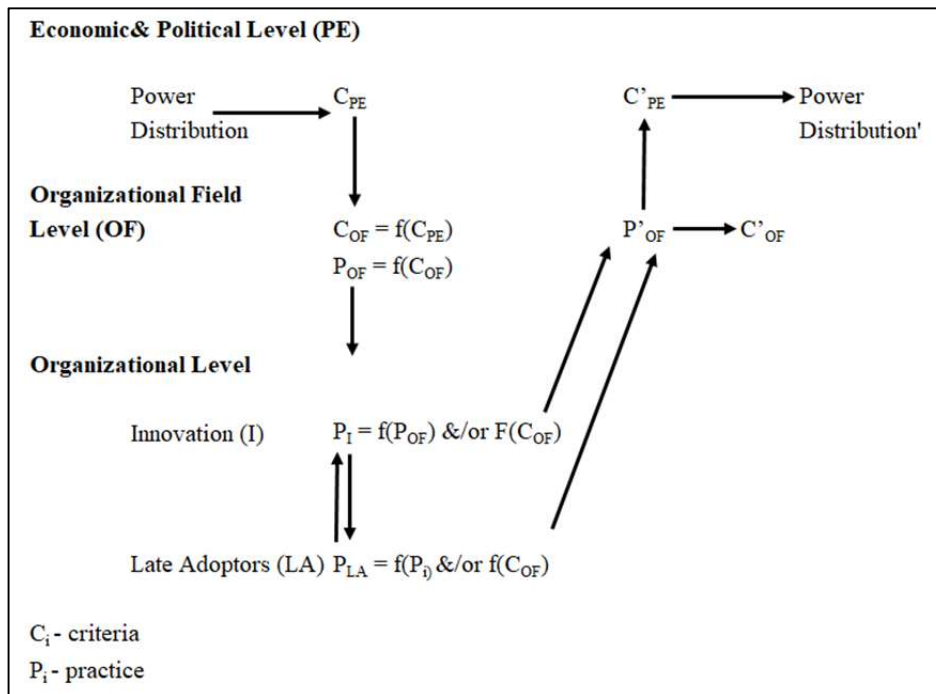
(source: Dillard *et al.*, p. 512)

Nevertheless, the model of Dillard et al. (2004) concentrated on the study of the pressures from the macro to the micro-level, and of recursive bottom-up influences. On the other hand, it did not deepen the internal dynamics of the organizations, particularly dynamics of change. These internal dynamics of change arise frequently from voluntarism of actors and may imply the implementation of more effective outcomes (Hopper and Major, 2007; see also Scott, 2014). Indeed, "actors in dependent organizations may adapt 'externally' imposed systems when integrating them into internal day-to-day work processes, showing that practice variation can occur even where local actors do not resist the institutionalization of

the imposed systems" (Cruz *et al.*, 2009, p. 112-113; see also Cruz *et al.*, 2011, who link practice variation to localization of global systems). Local practice variations can be identified and may even be inevitable when they are needed to implement global systems in a localized way (Cruz *et al.*, 2009; Cruz *et al.*, 2011).

The ability and role of actors in the creation, diffusion, change or stabilization of organizational practices is crucial to the understanding of new institutional analysis of organizations. Hence, the role of actors and action in the process of institutionalization began to be analyzed and investigated (Christensen *et al.*, 1997). Consequently, the importance of institutional change processes and the interaction between actors' actions and the institutions/organizations where they are embedded, have been highlighted nowadays by institutional theory (Leca and Naccache, 2006). This perspective highlights the relevance of the role of the actors in explaining organizational change phenomena. Moreover, actors in organizations (usually managers and/or technicians) can act as institutional entrepreneurs, triggering actions of divergent change (Battilana, Leca and Boxenbaum, 2009), and demanding for a collective involvement to assure a successful change process (Hardy and Maguire, 2008). Thus, institutional theory addresses institutional change (Scott, 2014). Institutional entrepreneurs have been associated with the idea of actors who wittingly respond to opportunities to capture advantage (Hinings, Greenwood, and Suddaby, 2004; see also Durst and Wilhelm, 2011, who state the relevance of low staff turnover to maintain the firm's value chain).

Institutional theory recognizes three types of institutional isomorphic change: i) coercive isomorphism that arises from political influences, from legitimacy, or from governmental orders; ii) mimetic isomorphism that results from standardized responses to uncertainty, replicating other (best) practices and encouraging imitation; and iii) normative isomorphism that is related to the professionalization and the standardization of norms, rules or procedures (DiMaggio and Powell, 1983). These three mechanisms can be mixed in the institutional environment, but usually the origin is not the same and can produce different results (DiMaggio and Powell, 1983).

METHODOLOGY

A qualitative methodology was used to conduct the research, supported on a case study – a state prison in Portugal. Moreover, the investigation also comprised the corresponding Directorate-General. The research is explanatory and tries to explain how the merger of two public departments occurred, and if it had the desired effects. Concretely, the purpose is to investigate the impact and the way the merger happened in the decentralized services and what organizational changes were derived from this merger. Moreover, the idea is to find out if the organizational change was seen in the several departments and services, at the central and local levels, and if there was effectively creation of synergies. The following research questions were posed:

1. How did the merger process between the Directorate-General of Prison Services (DGPS) and the Directorate-General for Social Reinsertion (DGSR) occur, and what was the impact seen on the change process in prisons?
2. Can this process of change in prisons be explained by existing theory?

Field Site

This investigation occurred in a public agency under the supervision of the Ministry of Justice, the Directorate-General for Reinsertion and Prison Services (DGRPS), and complementarily in a decentralized unit of this organization, a prison.

The concept of prison and post-prison assistance (social reinsertion service) was introduced as a public concern many years ago in Portugal. The social prison service was organically identified as one of the central services of the DGPS, but due to the need for autonomy and the lack of ability of the technicians of the area, the Institute of Social Reinsertion was created in 1982. In 2007 it became the DGSR.

The DGRPS results from the merger of the DGPS and the DGSR, to create synergies and a better articulation between the area of execution of judicial measures and the area of social reinsertion. It also allows an intervention focused on the individual, from the pre-judicial sentence phase to release. Consequently, the DGRPS succeeds in the previous attributions of DGPS and the DGSR.

Prisons are organizational units of the DGRPS, created by decision of the Government. To summarize, hierarchically, prisons are decentralized services of the DGRPS which, in turn, depends on the Ministry of Justice.

Research Methods

The research was conducted between September 2018 and March 2019 and followed the main recommendations of Yin (2018) for conducting a case study.

The data collection encompassed two main data sources: interviews and documentation analysis. For interviews, an interview guide was used. Documentation (e.g. legislation, mission, activities plan, reports) was provided by the organization's intranet page and from some interviewees who made them available. Interviews with the organization's employees are the most important data source for qualitative research and case studies (Yin, 2018).

Eighteen interviews were conducted with managers and technicians with different hierarchical positions and categories (see Appendix). Eight out of these eighteen interviews were conducted in the DGRPS central services in Lisbon, and the other ten in a prison. Most of the interviews (the ones conducted inside the prison system) were not tape-recorded, due to regulatory restrictions. Nevertheless, accurate notes were taken during the interviews (Yin, 2018). The other ones were tape-recorded and transcribed. The interviews lasted for 15 hours and 57 minutes, with an average of 53 minutes each, the shortest lasting 9 minutes and the longest 2 hours and 15 minutes.

Following Yin's (2018) recommendations, some principles were observed during the research to evaluate the evidence, assuring validity and reliability. Several sources of evidence were used and, whenever needed, triangulation was undertaken.

EMPIRICAL STUDY

The DGRPS is a public agency of the Ministry of Justice (MJ) that follows the guidelines of public administration. DGRPS services impose criminal sanctions and assist the courts by controlling and supporting (when needed) the accused or the prisoners.

In 2005, the State Restructuring Program of Central Administration already predicted the merger of several central government departments, considering the missions of the organizations. Within the scope of this program, the merger between DGPS and DGSR took place in 2012. However, the merger did not involve the prison establishments.

The merger was imposed by the Government, as the Director of Prison 2 states:

> "At DGRPS level I was not involved, the merger was imposed" (February 2019).

Initially, the merger had the objective for reducing costs, according to the NPM mode. However, the actions undertaken and the outcomes went further, as mentioned by the Director of central services 5, who was involved in the process:

> "(...) the merger was initially justified by the need to reduce public costs; later it was framed in the crossover of operations or removal of redundancies, focusing mainly on services rendered, on effectiveness of outcomes, and on the users of the new public agency" (March 2019).

This statement clearly points out to a New Public Governance (NPG) model.

In DGRPS, regarding the judgement reports of the inmates, after the merger, there was the need to standardize procedures. Figure 2 represents the organizational process, the Integrated Security Risk Assessment Model, designed for accurate/correct application of reports. This model followed a standardized structure used in other European countries.

Initially, the new model was difficult to implement and failure seemed to occur. However, after 2016, the managers took advantage of some positive aspects of the model and went ahead with a new approach, the creation of the Integrated Technical Intervention Model (ITIM), the basis for a new methodology and a new process management model.

FIGURE 2
DGRPS TIMELINE DIAGRAM AND METHODOLOGY CHANGE
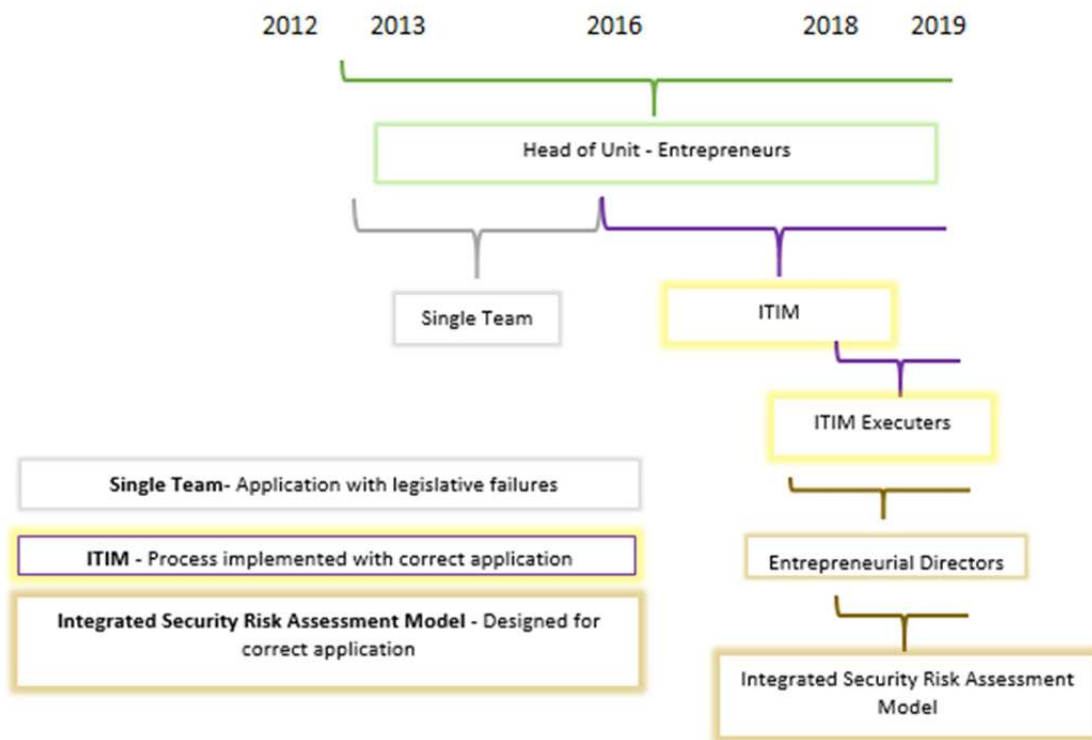
At the beginning of the post-merger period (2013), the Single Team was created (initially as a pilot project in five prisons, as mentioned by the Director of Central Services 4, in February 2019), based on a logic of complementarity and specialization of the social reintegration teams and of re-education technicians. The aim was to standardize the judgement report. The enforcement court adopted the measure and accepted the reports produced by the Single Team. This project obtained a positive evaluation. However, in terms of legislation, there was some constraints because it did not include all the expected elements, indicating the existence of an organizational change, but not legislative.

Later, the change process was developed and synergies were withdrawn to another new assessment process applied to the security context. Thus, ITIM was created and emphasized. The main objective was the articulation between the Prison Enforcement Monitoring Services (PEMS) and the Social Reinsertion Teams. The PEMS include reeducation technicians and the Social Reinsertion Teams include social reinsertion technicians.

ITIM intends to standardize the judgement criteria for inmates, trying to eliminate the 49 different reports from prisons, and create standardized evaluation parameters for each situation. As stated by the Director of Central Services 4,

"This model adapts the instruments of risk assessment (they are the same, but adjusted) to the different contexts, community and prison; consequently, there must be harmonization of methodologies" (February 2019).

In 2017, ITIM began to be implemented. Considering the advantages of this model, synergies were generated to create the Integrated Security Risk Assessment Model, to assure security and safety for the inmate prisoners. Thus, the DGRPS developed theoretical-practical references based on an intervention adjusted to the risk and individual needs: a specific report was elaborated, presenting a multi-annual strategy for requalification and modernization of the system.

ITIM was presented to technicians responsible for monitoring the execution of sentences and to social reinsertion technicians, through training actions. ITIM was visualized in a manual showing a management coordination and link between the PEMS and the Social Reintegration Teams.

This change for most reeducation technicians was positive, according to the testimony of three re-education technicians who follow inmates in prison, and are very familiar with ITIM because they integrate a PEMS:

"This change in processes and the implementation of ITIM is an improvement, a guiding principle. In the social areas there is a lack of "conducting wire". It is necessary to standardize the judgements, in a more organized way. Before, the same inmates' judgement, due to the different approaches in reporting, had two different perspectives for the same person. Judges verbalized these differences. It even seemed like different prison inmates. Technical quality of the reports was not accurate. ITIM finally helped to recover the needed quality, in a tidy way" (Reeducation Technician 1, February 2019).

"It was necessary to standardize procedures. The same 'house' cannot have several 'little houses' working differently" (Reeducation Technician 2, February 2019).

By mid-2018, after ITIM was implemented and properly working, the Security Services Board, identifying good practices, decided to take advantage of the synergies generated and, accordingly, a survey was made regarding the experience that occurred, to better validate the new model and procedures. All prison directors and their commissioners were involved and everyone was entitled to express their opinion, and to make suggestions and contributions. Consequently, a specific report (Focus Group Report) was carried out, as mentioned by the Director of the Central Services 2:

"Some meetings were held with the prison directors, to approach the subject in a more open way about the inmates' safety judgement. A clear diagnosis was produced and the main difficulties were identified. With the results obtained, both from the questionnaire and from the meetings held, we have prepared a great Focus Group Report" (February 2018).

This new report takes advantage from ITIM for risk and responsivity judgement approach. The report even goes further. It intends to evaluate and classify the level of security and safety of the inmate prisoner, to place it in a prison with the adequate safety degree for the assessment and judgement carried out. The team work, joining workers from the two previous Directorate-General (before the merger), was very important for the success of the change process.

The role of the actors (technicians and managers involved in the merger process) was essential for the processes change, as explained by the Director of the Central Services 4:

"(...) ITIM was fully recovered, being a key for the coordination and link between the technicians of reinsertion and the technicians of reeducation" (February 2019).

DISCUSSION AND CONCLUSIONS

The change process that occurred after the merge between the DGPS and the DGSR can be explained by existing theory, particularly institutional theory applied to an organizational change approach (cf. Dillard *et al.*, 2004). The implementation of new procedures and regulations was directed to effectiveness of the organization (cf. Hlupic *et al.*, 2002).

Particularly, the influence of NPM (visualized in reduction of public expenditure) is identified in the reforms carried out, after the merger between the DGPS and the DGSR. However, the State Restructuring Program of Central Administration is already approaching this vision of NPG, concretely the concern with citizens, improvement of the services rendered, or effectiveness of outcomes (see Osborne, 2006). Thus, the findings visualized in the empirical study show that the NPG logic is an outcome of the organizational change process.

Additionally, framed by the merger (indicating coercive isomorphism, due to governmental orders, at a macro level), the Single Team, ITIM and the Integrated Security Risk Assessment Model have shown the existence of change based on mimetic isomorphism at an OF level, since it was based on the models introduced in international organizations. Moreover, training of human resources that apply ITIM indicate the existence of normative isomorphism in the organization. Consequently, this study shows that, in DGRPS creation process, the three types of institutional isomorphic change were found (cf. DiMaggio e Powell, 1983; Scott, 2014). This finding can be explored and analyzed for integration into the model of Dillard *et al.* (2004).

The three nested levels included in Dillard *et al.*'s model (2004) were seen in the field site. Indeed, evidence shows that relationship between those levels exists, either on a top-down approach, or on a recursively manner (bottom-up approach).

Discussing this statement, it is possible to identify that, at a macro level, the Government decided to merge DGPS and DGSR (creating DGRPS central officers) but the merger did not apply to prisons. The Director of Prison 2 states:

> "At DGRPS level I was not involved, the merger was imposed" (February 2019).

Consequently, the economic and political (PE) field level, visualized in the model of Dillard *et al.* (2004), is seen in this study. The Government, when it was decided to merge the two former organizations, was also responsible for creating norms and values that guided organizational practices (cf. Dillard *et al.*, 2004).

The technicians and managers of DGRPS, who participated in the change process, involved collectively all collaborators, overcoming resistance to change, visualized for example in the surveys that were carried out (cf. Hardy and Maguire, 2008). Moreover, a successful internal communication process was implemented. Indeed, before implementing and creating the Integrated Security Risk Assessment Model, an internal questionnaire and several meetings were held to involve all prison directors to gain collective involvement, as the Director of Central Services 2 mentions:

> "We involved all prison directors and their commissioners and everyone was entitled to give their opinion, suggestion and contribution. We prepared a report with these data" (February 2019).

Concluding this discussion, at the beginning of this merger and of the change process, the main highlights of the Scott's (2014) model and of Dillard *et al.*'s (2004) model are seen. In the OF, the DGRPS, appears as an intermediary field level between the macro and the micro levels. Indeed, DGRPS bridges the Government (PE level) ('acting' both as the 'global') and the prison establishments (the 'local', or the Organizational level). Without this intermediation level, the change process would not be successful.

Figure 3 aggregates the models mentioned in literature. The specific characteristics of the present study (change process) are introduced and applied to this aggregation model (cf. DiMaggio and Powell, 1983; Scott, 2014; and Dillard *et al.*, 2004). Indeed, it is possible to fit the findings of the empirical study in the three nested levels of Dillard *et al.*'s (2004) model. First, institutions are visualized at the PE level (the Government), at the OF level (the DGRPS), and at the organizational level (the prison). Second, at this level, an Innovator and Late Adopters are seen. Finally, the three types of institutional isomorphic change (cf. DiMaggio and Powell 1983) are visualized (coercive isomorphism at the PE level, and mimetic and normative isomorphism at the OF level); specific examples found in the empirical study regarding procedures and regulation help to support the evidence of these findings. The practical application of Dillard *et al*'s (2004) model in public setting (a prison system), explaining most of the events which occurred, is an important contribution of this study.

FIGURE 3
MODELS OF DIMAGGIO E POWELL (1983), SCOTT (2014) AND DILLARD *ET AL.*, (2004) APPLIED TO CHANGE IN DGRPS
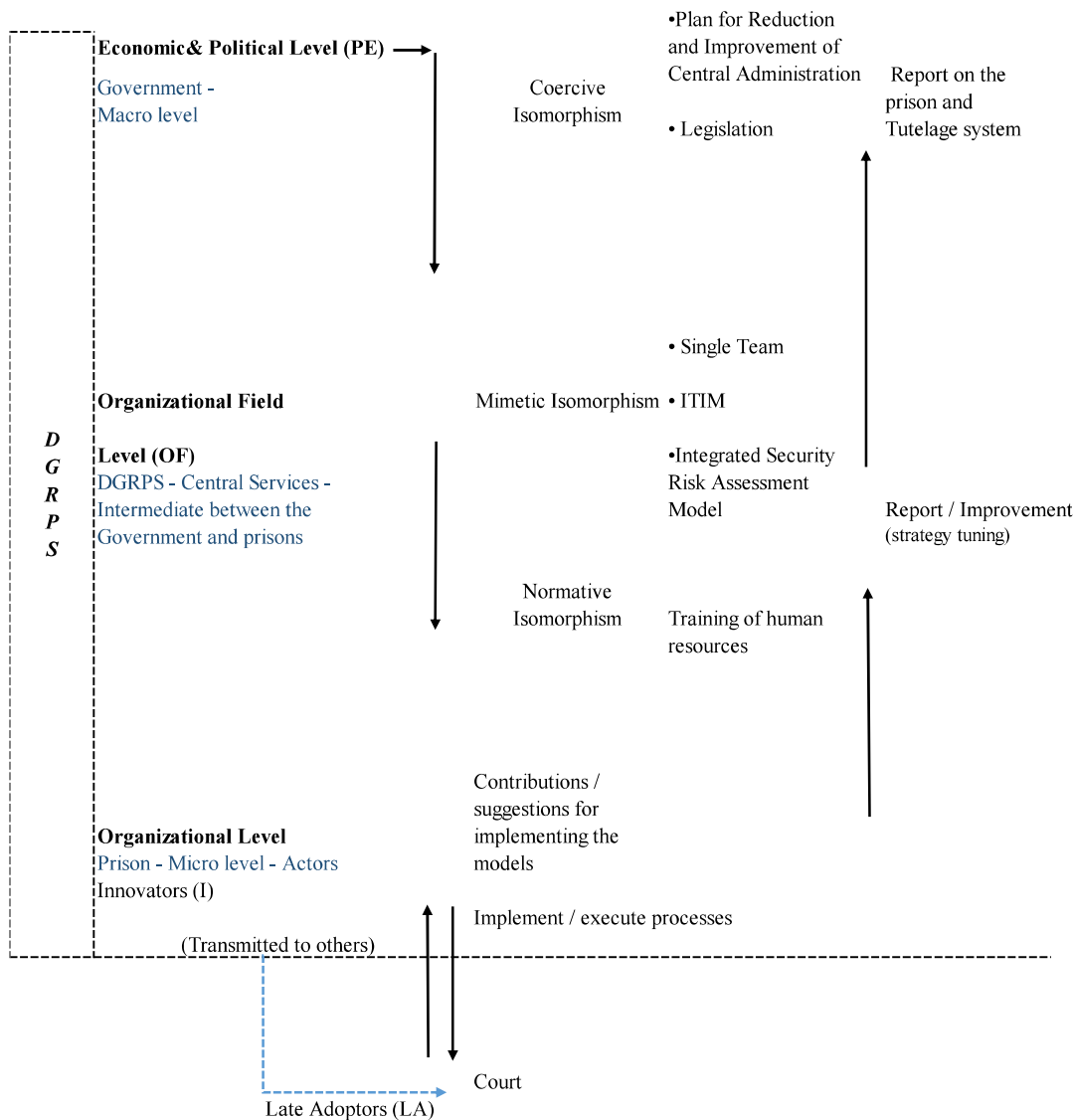
Government impositions (Plan for Reduction and Improvement of Central Administration or legislation), identified as coercive isomorphism, give rise to new processes at the OF level. To create and develop new processes, managers have analyzed practices in similar international institutions. They developed the processes of change based on the mimetic isomorphism (visualized in processes or documents as the Single Team, ITIM, Integrated Security Risk Assessment Model), but before the implementation process at the micro level, managers promoted an adequate training of the human resources in the organization, through contributions and suggestions for the implementation of the models, following a normative isomorphism (cf. DiMaggio and Powell, 1983).

Prisons are innovators in the implementation and application of processes, such as the Single Team, which began as a pilot project in five prisons and was later adopted by other prison establishments. Prisons are 'innovators' in Dillard et al.'s (2004) model. Later, the results and outcomes of these mew proceedings are transmitted to the courts that end up adopting those new procedures, acting as 'late adopters' in Dillard et al.'s (2004) model. Consequently, the actors that apply the new procedures and models at the micro level or organizational level make suggestions and contributions that are accepted by the DGRPS (the OF intermediate level). Concretely, they translate those contributions and suggestions into reports aiming at continuous improvement (strategy tuning) of the processes. These improvement reports are used at the upper level (OF level) in a recursive manner effect. But the recursive manner also achieves the PE level, when the reports on prison and tutelage system influence the action of the Government (cf. Dillard et al., 2004).

As mentioned before, the new procedures, regulations and models follow a NPG approach, where some characteristics of NPM (e.g. the reduction of costs) exist, but also some concerns about the citizens ('clients' of the system) satisfaction and about the quality of services rendered. Thus, NPG, the most updated mode of public administration is, after the change process, the 'umbrella' that characterizes administration in the field site (cf. Osborne, 2006). In public organizations, organizational change may imply a change in public administration modes. This is another important contribution of the study.

Indeed, the central services of DGRPS contribute to the definition of the multi-annual strategy for rehabilitation and modernization of the prison system (identified in the Report on the Prison and Tutelage System, prepared by the Government). These levels are in constant interaction (cf. Scott, 2014). The merger at the level of the prison establishments was not felt with the same intensity as it was felt in the central services (particularly DGRPS), since they were integrated by departments and workers from both Directorate-General. However, they really feel the change when executing ITIM and when they are involved in the Integrated Security Risk Assessment Model, demonstrating a signal of standardization of methodologies at the national level.

This description of the process of change in prisons, translated into processes or documents, such as the Single Team models, ITIM and Integrated Security Risk Assessment Model, and the correspondent impact on prisons, imply the answer to research question number 1.

The organizational change which occurred in DGRPS fits in literature. Concretely, the isomorphic change identified by DiMaggio and Powell (1983), the three nested levels visualized in Scott's (2014) model and in the model of Dillard et al. (2004) can be translated into the change process that successfully occurred in the prison system in Portugal, between 2013 and 2018. Moreover, the actions of actors in a micro approach (the local) as a response to requirements from the upper level (the global) show that practice variation was also visualized (cf. Cruz et al., 2009; Cruz et al., 2011). Thus, literature, and particularly institutional theory helps to explain what happened regarding this organizational change process and how best practices have occurred. These statements answer research question number two, being a very important contribution of this study. Concretely, it was found that actions and measures were successfully taken and implemented in the local setting, in a well-conceived strategy to respond to the deficiencies found and to the pressures and guidelines from the upper levels.

The role of actors at a meso (or intermediate) level, was crucial to the success of the merger. They were the drivers of effective change, creating synergies and economies of scale (by leveraging ITIM for safety judgement) (cf. Battilana et al., 2009; Hardy and Maguire, 2008). The commitment to the DGRPS was clearly perceptible. Their persistence in not giving up when the Single Team was unable to continue,

and taking advantage of what was feasible, demonstrates that the role of the actors, as well as their social and professional competences, is crucial for the implementation of a successful change process and to obtain the desired results. Indeed, managers and technicians (the real actors of change) created a new model (ITIM) and used identified synergies to create and put into practice the Integrated Security Risk Assessment Model, in a knowledge management logic related to effectiveness of the new processes (Hlubic et al., 2002). Moreover, the change agents who developed the new processes were endowed with professional social skills that enabled them to succeed in change. The role of change actors, the process of internal communication through questionnaires, the perception that collective involvement (cf. Battilana et al., 2009; Hardy and Maguire, 2008) is an added value to obtain results, were identified as crucial elements to obtain the desired results. These elements reflect the relevance of internal dynamics of change, not fully visualized in the model of Dillard et al. (2004), but identified by other researchers (Hopper and Major, 2007; Scott, 2014). This is another contribution of this paper.

LIMITATIONS AND FURTHER RESEARCH

The organization in which this study was conducted has some limitations in the statement-taking procedure. Some interviews conducted outside the prison perimeter were tape-recorded, but those conducted inside the perimeter were not tape-recorded, due to regulatory restrictions. Another limitation regards the fact that a single field site was analyzed.

The DGRSP has had a successful change. The professionals, some of them true institutional entrepreneurs, implemented change processes that in this study could only be verified in one prison and Portugal has 49 prisons. It should be interesting to analyze the merger process and the organizational change in other prisons, particularly, the outcome of the practical implementation of the Integrated Security Risk Assessment Model.

REFERENCES

Battilana, J., Leca, B., & Boxenbaum, E. (2009). How Actors Change Institutions: Towards a Theory of Institutional Entrepreneurship. *The Academy of Management Annals, 3*(1), 65–107.

Bonfour, A. (2003). *The Management of Intangibles*. London: Routledge.

Buono, A., & Kerber, K.W. (2010). Intervention and organizational change: Building organizational change capacity. *EBS Review, 27*, 9–21.

Burns, J., & Scapens, R.W. (2000). Conceptualizing management accounting change: an institutionalized framework. *Management Accounting Research, 11*, 3-25.

Christensen, S., Karnoe, P., Pederson, J.S., & Dobbin, F. (1997). Actors and institutions: Editors' introduction. *American Behavioral Scientist, 40*, 392-396.

Cruz, I., Major, M., & Scapens, R.W. (2009). Institutionalization and practice variation in the management control of a global/local setting. *Accounting, Auditing and Accountability Journal, 22*, 91-117.

Cruz, I., Scapens, R.W., & Major, M. (2011). The localization of a global management control system. *Accounting, Organizations and Society, 36*(7), 412-427.

Dillard, J.F., Rigsby, J.T., & Goodman, C. (2004). The making and remaking of organization context: duality and the institutionalization process. *Accounting, Auditing & Accountability Journal, 17*(4), 506-542.

DiMaggio, P.J., & Powell, W.W. (1983). The iron cage revisited: Institutional isomorphism and collective rationality in organizational fields. *American Sociological Review*, pp. 147-160.

Durst, S., & Wilhelm, S. (2011). Knowledge management in practice: insights into a medium-sized enterprise's exposure to knowledge management. *Prometheus, 29*(1), 23-38.

Edvardsson, I.R. (2009). Is knowledge management losing ground? Developments among Icelandic SMEs. *Knowledge Management Research & Practice, 7*(1), 91-99.

Greenwood, R., Suddaby, R. & Hinings, C.R. (2002). Theorizing change: The role of professional associations in the transformation of institutionalized fields. *Academy of Management Journal, 45*(1), 58-80.

Hardy, C., &. Maguire, S. (2008). *Institutional entrepreneurship.* In R. Greenwood, C. Oliver, R. Suddaby, & K. Sahlin-Anderson (Eds.), *Handbook of Organizational Institutionalism* (pp. 198-217). Thousand Oaks, CA: Sage.

Heckelman, W. (2017). Five Critical Principles to Guide Organizational Change. *OD Practitioner, 49*(4), 14.

Hinings, C.R., Greenwood, R., Reay, T., & Suddaby, R. (2004). Dynamics of change in organizational fields. In M.S. Poole & A.H. Van de Ven (Eds*.), Handbook of Organizational Change and Innovation* (pp. 304-323). New York: Oxford University Press.

Hlupic, V., Pouloudi, A., & Rzevski, G. (2002). Towards an integrated approach to knowledge management: 'hard', 'soft' and 'abstract issues'. *Knowledge and Process Management, 9*(2), 90-102.

Hopper, T., & Major, M. (2007). Extending institutional analysis through theoretical triangulation: regulation and activity-based costing in Portuguese telecommunications. *European Accounting Review, 16*(1), 59-97.

Leca, B., & Naccache, P. (2006). A critical realist approach to institutional entrepreneurship. *Organization, 13*(5), 627-651.

Lines, R. (2005). The structure and function of attitudes toward organizational change. *Human Resource Development Review, 4*(1), 8-32.

Meyer, J.W., & Rowan, B. (1977). Institutionalized organizations: Formal structure as myth and ceremony. *American Journal of Sociology, 83*(2), 340-363.

Osborne, S.P. (2006). The new public governance. *Public Management Review, 8*(3), 377-387.

Rzevski, G., & Prasad, K. (1998). The synergy of learning organizations and flexible information technology. *AI & Society, 12*, 87-96.

Scott, W.R. (2014). *Institutions and Organizations, Ideas and Interests* (4th edition). Thousand Oaks, CA: Sage Publications.

Weick, K.E., & Quinn, R.E. (1999). Organizational change and development. *Annual Review of Psychology, 50*(1), 361-386.

Yin, R.K. (2018). *Case Study Research and Applications: Design and Methods* (6th edition). Thousand Oaks, CA: Sage Publications.

APPENDIX
LIST OF INTERVIEWS

No.	Interviewee	Date	Length	Status
1	Director of Prison 1	31.01.2019	58m.	Not tape-recorded
2	Operational assistant of Prison 1	04.02.2019	52 m.	Tape-recorded
3	Operational assistant of Prison 2	04.02.2019	9 m.	Tape-recorded
4	Operational assistant of Prison 3	04.02.2019	10m.	Tape-recorded
5	Director of Prison 2	07.02.2019	1h. 10m.	Not tape-recorded
6	Reeducation Technician 1	08.02.2019	1h. 15m.	Not tape-recorded
7	Reeducation Technician 2	08.02.2019	57m.	Not tape-recorded
8	Reeducation Technician 3	08.02.2019	48 m.	Not tape-recorded
9	Director of Central Services 1	20.02.2019	1h.	Not tape-recorded
10	Director of Central Services 2	20.02.2019	45m.	Not tape-recorded
11	Security Technician	20.02.2019	30m.	Not tape-recorded
12	Director of Prison 3	27.02.2019	35m.	Not tape-recorded
13	Director of Prison 4	27.02.2019	2hrs.15m.	Not tape-recorded
14	Director of Central Services 3	28.02.2019	1h.40m.	Not tape-recorded
15	Director of Central Services 4	28.02.2019	1h.10m.	Not tape-recorded
16	Technical assistant 1	06.03.2019	25m.	Not tape-recorded
17	Technical assistant 2	06.03.2019	30m.	Not tape-recorded
18	Director of Central Services 5	12.03.2019	1h.35m.	Not tape-recorded
	Total		15h. 57m.	