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THE EFFECTIVENESS OF VOLUNTEER PROGRAMS
IN COURTS AND CORRECTIONS:
AN EVALUATION OF POLICY RELATED RESEARCH

Prepared for the
National Science Foundation
Research Applied
to National Needs

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April, 1975

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THE EFFECTIVENESS OF VOLUNTEER PROGRAMS
IN COURTS AND CORRECTIONS:
AN EVALUATION OF POLICY RELATED RESEARCH

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Final Report, April 1975

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The views expressed herein are those of the
researchers and should not be ascribed as
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ABSTRACT

The purpose of this project was to evaluate research on the effectiveness of volunteer programs in the area of courts and corrections. Approximately two hundred and fifty research reports were initially collected and, from this collection, a group of forty-three reports were found to be usable for purposes of the project.

Each of the usable reports was evaluated in terms of five main considerations: the specificity of the program structure; the measurement procedures employed; the internal and external validity of the research design; the appropriateness of the data analysis procedures; and the policy utility of the report's findings for volunteer programming. The components of the evaluation plan were applied to a specific set of research issues: volunteer recruitment; screening; matching; orientation and training; and the impact of the volunteer program on client behavior.

A primary finding is that there is a lack of empirical and valid research which consistently demonstrates that volunteer programs are more effective than other (e.g., regular probation) program alternatives. Several recommendations for future evaluative research are included in the report, such as the need for the development of a uniform set of performance criteria and data on the cost-effectiveness

of volunteer programs. Also, there is a need for detailed guidelines relevant to program design, implementation, and administration. The report concludes with a recommended approach for evaluating a volunteer program.

FORWARD

This evaluation of policy-related research on the effectiveness of volunteer programs in courts and corrections is one of twenty in a series of projects on the Evaluation of Policy-Related Research in the Field of Human Resources. funded by the Division of Social Systems and Human Resources in the Research Applied to National Needs (RANN) Program of the National Science Foundation.

A large body of policy related research on human resources has been created over the last quarter century. However, its usefulness to decision makers has been limited because it has not been evaluated comprehensively with respect to technical quality, usefulness to policy makers, and potential for codification and wider diffusion. In addition, this research has been hard to locate and not easily accessible. Therefore, systematic and rigorous evaluations of this research are required to provide syntheses of evaluated information for use by public agencies at all levels of government and to aid in the planning and definition of research programs.

Recognizing these needs, the Division of Social Systems and Human Resources issued a Program Solicitation in January, 1973 for proposals to evaluate policy-related research in

twenty-one categories in the field of human resources. This competition resulted in twenty awards in June, 1973.

Each of the projects was to: 1) evaluate the internal validity of each study by determining whether the research used appropriate methods and data to deal with the questions asked; 2) evaluate the external validity of the research by determining whether the results were credible in the light of other valid policy-related research; 3) evaluate the policy utility of specific studies or sets of studies bearing on given policy instruments; 4) provide decision makers, including research funders, with an assessed research base for alternative policy actions in a format readily interpretable and usable by decision makers.

Each report was to include an analysis of the validity and utility of research in the field selected, a synthesis of the evidence, and a discussion of what, if any, additional research is required.

The following is a list of the awards showing the research area evaluated, the organization to which the award was made, and the principal investigator.

- (1) An Evaluation of Policy Related Research on New Expanded Roles of Health Workers - Yale University, School of Medicine, New Haven, Connecticut. 06520: Eva Cohen
- (2) An Evaluation of Policy Related Research on the Effectiveness of Alternative Allocation of Health Care Manpower - Interstudy, 123 East Grant St., Minneapolis, Minnesota 55403: Aaron Lowin

- (3) An Evaluation of Policy Related Research on Effects of Health Care Regulation - Policy Center, Inc., Suite 500, 789 Sherman, Denver, Colorado, 80203: Patrick O'Donoghue
- (4) An Evaluation of Policy Related Research on Trade-Offs Between Preventive and Primary Health Care - Boston University Medical Center, Boston University School of Medicine, Boston, Mass., 02215: Paul Gertman
- (5) An Evaluation of Policy Related Research on Effectiveness of Alternative Programs for the Handicapped - Rutgers University, 165 College Avenue, New Brunswick, New Jersey, 08901: Monroe Berkowitz
- (6) An Evaluation of Policy Related Research on Effects of Alternative Health Care Reimbursement Systems - University of Southern California, Department of Economics, Los Angeles, California, 90007: Donald E. Yett
- (7) An Evaluation of Policy Related Research on Alternative Public and Private Programs for Mid-Life Redirection of Careers - Rand Corporation, 1700 Main Street, Santa Monica, California 90406: Anthony H. Pascal
- (8) An Evaluation of Policy Related Research on Relations Between Industrial Organization, Job Satisfaction, and Productivity, Brandeis University, Florence G. Heller Graduate School for Advanced Studies in Social Welfare, Waltham, Massachusetts 02154: Michael J. Brower
- (9) An Evaluation of Policy Related Research on Relations Between Industrial Organization, Job Satisfaction and Productivity - New York University, Department of Psychology, New York, New York 10003: Raymond A. Katzell
- (10) An Evaluation of Policy Related Research on Productivity Industrial Organization and Job Satisfaction - Case Western Reserve University, School of Management, Cleveland, Ohio 44106: Suresh Srivastva
- (11) An Evaluation of Policy Related Research on Effectiveness of Alternative Methods to Reduce Occupational Illness and Accidents - Westinghouse Behavioral Safety Center, Box 948, American City Building, Columbia, Maryland 21044: Michael Pfeifer

- (12) An Evaluation of Policy Related Research on the Impact of Unionization on Public Institutions - Contract Research Corporation, 25 Flanders Road, Belmont, Massachusetts; Ralph Jones
- (13) An Evaluation of Policy Related Research on Projection of Manpower Requirements - Ohio State University, Center for Human Resources Research, Columbus, Ohio 43210; S. C. Kelley
- (14) An Evaluation of Policy Related Research on Effectiveness of Alternative Pre-Trial Intervention Programs -ABT Associates, Inc., 55 Wheeler Street, Cambridge, Massachusetts 02138; Joan Mullen
- (15) An Evaluation of Policy Related Research on Standards of Effectiveness for Pre-Trial Release Programs - National Center for State Courts, 725 Madison Place, N.W., Washington, D.C., 20005; Barry Mahoney
- (16) An Evaluation of Policy Related Research on Effectiveness of Volunteer Programs in the Area of Courts and Corrections - University of Illinois, Department of Political Science, Chicago Circle, Box 4348, Chicago Illinois 60680; Thomas J. Cook
- (17) An Evaluation of Policy Related Research on Effectiveness of Juvenile Delinquency Prevention Program - George Peabody College for Teachers, Department of Psychology, Nashville, Tennessee 37203; Michael C. Dixon
- (18) An Evaluation of Policy Related Research on Exercise of Discretion by Law Enforcement Officials - College of William and Mary Metropolitan Building, 147 Granby Street, Norfolk, Virginia 23510; W. Anthony Fitch
- (19) An Evaluation of Policy Related Research on Exercise of Police Discretion - National Council of Crime and Delinquency Research Center, 609 2nd Street, Davis, California 95616; M. G. Neithercutt
- (20) An Evaluation of Policy Related Research on Post Secondary Education for the Disadvantaged - Mercy College of Detroit, Department of Sociology, Detroit, Michigan 48219; Mary Janet Mulka

A complementary series of awards were made by the Division of Social Systems and Human Resources to evaluate

the policy related research in the field of Municipal Systems, Operations, and Services. For the convenience of the reader, a listing of these awards appears below:

- (1) Fire Protection - George Institute of Technology, Department of Industrial and Systems Engineering, Atlanta, Georgia, 30332; D. E. Fyffe
- (2) Fire Protection - New York Rand Institute, 545 Madison Avenue, New York, New York 10022; Arthur J. Swersey
- (3) Emergency Medical Services - University of Tennessee, Bureau of Public Administration, Knoxville, Tennessee 37916, Hyrom Plaas
- (4) Municipal Housing Services - Cogen Holt and Associates, 956 Chapel Street, New Haven, Connecticut 06510; Harry Wexler
- (5) Formalized Pre-Trial Diversion Programs in Municipal and Metropolitan Courts - American Bar Association, 1705 DeSales Street, N.W., Washington, D.C. 20036; Roberta-Rovner-Pieczenik
- (6) Parks and Recreation - National Recreation and Park Association, 1601 North Kent Street, Arlington, Va., 22209; The Urban Inst., 2100 M St., N.W., Washington D.C. 20037; Peter J. Verhoven
- (7) Police Protection - Mathematica, Inc., 4905 Del Ray Avenue, Bethesda, Maryland 20014; Saul I. Gass
- (8) Solid Waste Management - Massachusetts Institute of Technology, Department of Engineering, Cambridge, Massachusetts 02139; David Marks
- (9) Citizen Participation Strategies - The Rand Corporation, 2100 M Street, N.W., Washington, D.C. 20037; Robert Yin
- (10) Citizen Participation: Municipal Subsystems - The University of Michigan, Program in Health Planning, Ann Arbor, Michigan 48104; Joseph L. Falkson
- (11) Economic Development - Ernst & Ernst, 1225 Connecticut Avenue, N.W., Washington, D.C. 20036; Lawrence H. Revzan

- (12) Goal of Economic Development - University of Texas-Austin, Center for Economic Development, Department of Economics, Austin, Texas, 78712; Niles M. Hansen
- (13) Franchising and Regulation - University of South Dakota 57069; C. A. Kent
- (14) Municipal Information Systems - University of California, Public Policy Research Organization, Irvine, California 92664; Kenneth L. Kraemer
- (15) Municipal Growth Guidance Systems - University of Minnesota, School of Public Affairs, Minneapolis, Minnesota 55455; Michael E. Gleeson
- (16) Land Use Controls - University of North Carolina, Chapel Hill, Center for Urban and Regional Studies, Chapel Hill, North Carolina 27514; Edward M. Bergman
- (17) Land Use Controls - The Potomac Institute, Inc., 1501 Eighteenth Street, N.W., Washington, D.C. 20036; Herbert M. Franklin
- (18) Municipal Management Methods and Budgetary Processes - The Urban Institute, 2100 M Street, N.W., Washington, D.C., 20037; Wayne A. Kimmel
- (19) Personnel Systems - Georgetown University, Public Service Lab., Washington, D.C. 20037; Selma Mushkin

Copies of the above cited research evaluation reports for both Municipal Systems and Human Resources may be obtained directly from the principal investigator or from the National Technical Information Service (NTIS) U.S. Dept. of Commerce, 5285 Port Royal, Springfield, Virginia, 22151 (Telephone: 703/321-8517).

This research evaluation by Thomas J. Cook (PI) of the University of Illinois, Department of Political Science, Chicago Circle, Box 4348, Chicago, Illinois 60680 on An Evaluation of Policy Related Research on Effectiveness

of Volunteer Programs in the Area of Courts and Corrections was prepared with the support of the National Science Foundation. The opinions, findings, conclusions, or recommendations are solely those of the authors.

It is a policy of the Division of Social Systems and Human Resources to assess the relevance, utility, and quality of the projects it supports. Should any readers of this report have comments in these or other regards, we would be particularly grateful to receive them as they become essential tools in the planning of future programs.

Lynn P. Dolins
Program Manager
Division of Social Systems
and Human Resources

EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary is based on our review of literature dealing with volunteer programs in the area of courts and corrections. The objectives of the summary are:

1. To give a brief description of the objectives of our review and the methods used to evaluate the research
2. To describe the steps we used in evaluating the literature.
3. To present a summary of our results.
4. To suggest future areas for research.
5. To present the basic considerations in conducting a program evaluation.

Increasing numbers of individuals are becoming involved in the criminal justice system through participation in volunteer programs in the area of courts and corrections. The basic underlying assumption is that volunteers and volunteer programs make a meaningful contribution to the criminal justice system. The extent and types of volunteer activity vary greatly and are as diversified as the range of skills and resources available within the setting of a

volunteer program. Our purpose in this research was to examine this underlying assumption and assess the effectiveness of volunteers.

OBJECTIVES OF THE STUDY

This study is concerned with evaluating research on the effectiveness of volunteer programs in achieving their intended goals or objectives. The following were set as the primary research objectives for this project:

- to evaluate the technical quality of research evaluations on the effectiveness of volunteer programs in courts and corrections.
- to evaluate the general policy utility of evaluation research on volunteers in courts and corrections.
- to identify the issue areas where there is a need for additional evaluation research.

The assessment of technical quality requires an evaluation of the extent to which the conclusions of a report are adequately supported by objective evidence. The objective of evaluating the general policy utility refers to an assessment of the applicability of research findings from one program setting to other program settings. The final objective entailed an identification of the research issues associated with volunteer programs which need additional research in terms of evaluating program effectiveness.

The exclusive focus of this project centered upon the available written reports of volunteer program evaluations. A literature search resulted in obtaining a total collection of approximately 240 books, written reports, research articles, etc. The research reports were organized in terms of their research focus. They were classified in terms of the types of research questions that were addressed in the report and dealt with the following broad issue categories:

Managerial Questions: Recruitment, volunteer screening, placement and matching, orientation and training, volunteer incentive and support, administration of programs and volunteer coordination.

Assessing the Impact of a Volunteer Program: Impact on the clients, on the staff, on other service-centered agencies, on the community at large, on the volunteers, on the victims.

Research-Specific Issues: Who should do the research?, funding of research?, what kind of research should be done, etc.?

EVALUATION PLAN

The Evaluation Plan for this study consisted of the following five main components of each report:

- the degree to which the research report contained a specified program structure.
- the measurement procedures contained in a report.
- the research design utilized.

- the appropriateness of the data analysis contained in a report.
- the potential policy utility of a report.

In regard to program structure, the critical question was: given the information in the report, could we replicate the program at another location? Was there an unambiguous statement of the problem and identification of the program goals or objectives, a specification of the main program activities, an identification of the target population, and a specification of effectiveness criteria for measuring program success?

In regard to measurement considerations, we evaluated the extent to which the measurement procedures used in an evaluation were standardized, objective, reliable and valid. In regard to design considerations, we were concerned with the explicitness of the research design contained in each report, and the extent to which the research design overcame various threats to the internal and external validity of the design. Internal validity referring to intrinsic features of the research design which may cast doubt on hypothesized causal relationships and external validity referring to the generalizability (or applicability) of a report's conclusions to other locations, populations, time periods, etc. Under the heading of data analysis, each study was evaluated in

terms of the following considerations:

- a. the appropriateness of the data analysis in terms of the study's data set characteristics, and the type of analytical questions posed in the study.
- b. the estimation of both the short and long-term effects of program action.
- c. the estimation of both the intended and potential spill-over effects of program action.
- d. the estimation of both the main vs. the interactive effects of program action.

In terms of policy utility, our task was to provide the reader with information of a three-fold nature:

- information concerning the distribution of technically sound evaluative research across research issues.
- provision of an issue-specific evaluation of research on volunteer program effectiveness.
- priority research recommendations, both substantive and research-oriented, relative to specific issue areas.

SUMMARY OF RESULTS

Our major conclusions are presented in terms of findings regarding research in specific issue areas. Our purpose here is to provide a convenient, capsulized set of conclusions which review the major findings stated in the text of the report.

- Recruitment. The body of research which we evaluated focused exclusively on the following three

factors: 1) the methods of recruitment; 2) the number of people who were recruited by different methods, and 3) target populations where more effective recruitment efforts are needed. In regard to points 1 and 2, friends and then newspaper ads were the most successful methods for recruiting volunteers. In regard to point 3, the research reports generally agree that there is a need for increased recruitment methods to attract male volunteers, minority group volunteers, volunteers from working class backgrounds, lower income volunteers and volunteers in rural areas. Our major recommendation in this issue area is that an evaluation of the cost-effectiveness of alternative recruitment methods be given high research priority.

- Screening. In this issue area we found that the quality control aspects of screening effectiveness are not unanimous. Some contend that anyone who applies to be a volunteer should be so allowed, while others argue for possession of additional attributes regarding skill in serving clients in addition to simply having interest in serving as a volunteer. We argue, therefore, for an objective, reliable and valid screening procedure which maximizes the chances of screening in potentially effective volunteers and minimizes the effect of either over or

under screening. Further, while we found that several sources of information are generally cited as comprising the basis upon which the screening process is performed, no study provided fully objective guidelines for applying sets of these criteria to the screening process. In fact, research in this issue area is characterized by varying definitions of volunteer "success" and the inclusion of different types of predictive variables such that there is little comparability across studies relative to an agreed upon set of objective measures for predicting volunteer success. Our major future research recommendation in this regard is for the development of a set of objective and uniformly applied criteria for screening volunteer applicants.

- Orientation and Training. While there is a generally shared consensus on the need for effective volunteer training, we found no single model of volunteer training which was consistently applied across a wide range of programs. While several different training methods were used, there was a marked absence of any systematic model which spelled out the specific format in which the methods were combined into a training package with explicit guidelines for implementing the package within a training program. In addition, we

found relatively little systematic and empirical evidence on the effectiveness of alternative training procedures. We found, for example, no evidence which systematically demonstrated the necessary linkage between training and program effectiveness such that one could confidently argue that a program would not be as effective without the training component. Our major research recommendation in this issue area is for systematic testing of alternative training procedures within a variety of court settings, and an identification of the conditions under which various training methods are most efficiently and effectively applied.

- Matching. Within this issue area we concluded that research as to which matching criteria are more likely to produce successful outcomes from the one-to-one relationship is inconclusive. The major shortcoming of the research in this area was the lack of an objective standard for evaluating matching success and the absence of explicit guidelines for the application of matching criteria.

- Client Impact. While the client impact issue category constituted the largest single research concentration of those reports screened as candidates for a full evaluation, we found no clear-cut evidence that volunteer programs in courts and corrections are

more successful than other program alternatives in achieving common objectives. The amount of valid research evidence is simply too limited and mixed for a firm conclusion to be drawn. Limitations of research in this issue area were prominent. First, in reports claiming success, there were no "pure" volunteer vs. no volunteer group comparisons. Second, rarely were the full complement of program activities experienced by an offender specified. Third, we did not find a single pair of research reports which used the same set of performance criteria as measures of program effectiveness. Thus, a major recommendation in this issue area was for the development and use of a national set of effectiveness criteria so that a set of standardized performance norms both for evaluating programs and inventorying program results could be established.

SUGGESTIONS FOR FUTURE RESEARCH

The following have been identified as priority areas for future research efforts in the volunteer field:

- Considerably more evaluative research on the most cost-effective methods for recruiting volunteers.
- Development of efficient and program-effective screening mechanisms for screening volunteers.

- Development of procedures for testing alternative matching strategies.

- Development of procedures for examination of the cost-effectiveness of alternative volunteer training programs.

- Research on the most cost-effective procedures for volunteer recognition and reinforcement.

- Research on the effectiveness of alternative program administration techniques.

- Research on the effectiveness of volunteer programs relative to varying kinds of clientele groups.

FORMAT FOR CONDUCTING A PROGRAM EVALUATION

A model is presented which outlines the basic steps one could follow in conducting a volunteer program.

The intent was to identify the major considerations and research components that would be relevant to a systematic evaluation in terms of minimal information requirements and research decisions that would have to be considered:

- A setting of priorities in terms of the research issues to be covered in the evaluation.

- A statement of problems that a program activity is designed to address.

- A clear specification of program goals and/or objectives.

- Identification of the target population which is to be served by the program.
- Delineation of program activities designed to achieve program objectives.
- A specification of cost estimates associated with each program activity.
- An identification of limitations in the type of data to be gathered.
- Decisions regarding the manner in which data will be collected and stored for retrieval purposes.
- The selection of indicators of program performance which are consistent with program goals and objectives.
- Development of a research design that maximizes internal and external validity while recognizing constraints of the research setting.
- Estimation of those observed effects which may reasonably be attributed to specific program activities.
- Identification of the major assumptions and/or uncertainties contained in the evaluation with estimates of how these may have affected the results or conclusions of the evaluation.

CONCLUSION

Based on our research, one of the principal conclusions from our review is that there is a paucity of technically

valid and useful policy relevant empirical findings dealing with the effectiveness of volunteers in the courts and corrections area. We have identified areas in which there are immediate needs for future research and have attempted to provide the reader with an evaluation plan that is applicable to any kind of volunteer program.

PREFACE

The design and execution of this project was the responsibility of Thomas J. Cook, Principal Investigator, and Frank P. Scioli, Jr., Co-Principal Investigator. During the course of the project, several research assistants made significant contributions: Barbara Sinclair, J.D.; Robert Huckfeldt; and William Wilschke.

A number of prominent individuals in the volunteer area provided valuable assistance during the early stages of the project: Judge Keith Leenhouts; Dr. Ernest Shelley; and Dr. Ivan Scheier, who greatly facilitated our obtaining the research reports for this project.

We would also like to extend our appreciation to several people who served as volunteer consultants to the project: Professor Hans Mattick, Professor of Criminal Justice and Director, Center for Research in Criminal Justice; University of Illinois, Chicago Circle; Professor Michael D. Maltz, Associate Professor of Criminal Justice, Department of Criminal Justice, University of Illinois, Chicago Circle, and Professor Steven A. Schiller, Associate Professor of Criminal Justice University of Illinois, Chicago Circle, currently on leave as Executive Director, Chicago Crime Commission.

Lynn P. Dolins, Program Manager, Division of Advanced Productivity Research and Technology, National Science

Foundation, was a source of constructive comment and encouragement throughout the project.

Clerical assistance during the project, and for preparation of the final report, was under the direction of Ms. Jane E. Hill.

While we gratefully acknowledge the contributions of the above named people to the project, the responsibility for the contents of the final report rests with the Principal Investigators.

Project OverviewIntroduction

Citizen involvement in the criminal justice system has become a necessity. The National Advisory Commission on Criminal Justice Standards and Goals identified increased citizen participation as one of the "four major priorities for action" in a nationwide effort to reduce crime. As stated in the Commission report. "... if this country is to reduce crime, there must be a willingness on the part of every citizen to give of himself, his time, his energy, and his imagination."¹

One way that increasing numbers of individuals are becoming involved in the criminal justice system is through participation in volunteer programs in the area of courts and corrections. In this sense, participation is in the form of people contributing their time, skills, or other resources within the context of a court or correctional system: the defining characteristic being that they volunteer their service and are not financially remunerated for their efforts. The extent and types of volunteer activity vary greatly, and are as diversified as the range of skills and resources available within the setting of a volunteer program.

Volunteer citizen involvement is not a new phenomenon. Volunteerism in the criminal justice system has been traced back to 1822, when a group of volunteers known as the "Philadelphia Society for Alleviating the Misery of Public

Prisons" first initiated the concept of supervising people upon their release from prison. The most often cited "father" of volunteerism, however, was a Boston shoemaker named John Augustus. In 1841, Augustus obtained the release of a drunkard from the Boston police court by volunteering to act as his surety. Until his death in 1849, Augustus voluntarily worked with over 2,000 misdemeanants such as alcoholics, petty thieves, prostitutes, etc.

While this early effort, showed great promise, volunteerism in the criminal justice system greatly declined in the early 1900's and was largely displaced by the movement for the "professionalization" of probation services and the utilization of paid probation officers to perform functions heretofore handled by volunteers. It wasn't until the early 1960's that volunteerism began to re-emerge as a mode of public involvement in the criminal justice system. This re-emergence mainly came about through the development of, and the publicity surrounding, volunteer programs in jurisdictions such as Royal Oak, Michigan; Boulder, Colorado; and Denver, Colorado. Since that time, and especially during the period from 1968 to 1974, there has been a steady increase in both the magnitude and diversity of volunteer activities within the courts and corrections area. It has been estimated, for example, that there are presently over 200,000 volunteers contributing their time, efforts, and resources in some 2,000

court systems throughout the United States.²

Although the history of volunteerism in the criminal justice system is interesting in terms of its initial beginning and later re-emergence, our charge in this report is not to chronicle this history, but rather to evaluate research on the effectiveness of volunteer programs in achieving their goals or objectives.³ In meeting this charge, the first step was to identify the primary research objectives that would guide the over-all research evaluation focus of the present study.

Research Objectives

The specific task of this grant award grew out of a need as expressed in the following statement:

"A very large body of policy-related research on human resources has been created over the last quarter-century. This body of research has not been evaluated comprehensively with respect to technical quality, utility for policy makers, and potential for codification and wider diffusion. This body of research is difficult to locate, evaluate, and use in decision making. Systematic and rigorous evaluations of this literature and experience are required to aid in the planning and definition of research programs concerned with human resources and to provide a synthesized basis of evaluated information for potential use by agencies at all levels of government." 4

In line with the above statement, the following were set as the primary research objectives for this project:

First, to evaluate the technical quality of research

evaluations on the effectiveness of volunteer programs in courts and corrections: second, to evaluate the general policy utility of evaluation research on volunteers in courts and corrections: and, third, to identify the issue areas where there is a need for additional evaluation research.

Although each of these objectives is discussed in detail at later points in the report, a brief statement on each will be given here. The assessment of technical quality requires an evaluation of the extent to which the conclusions of a report are adequately supported by objective evidence: that is, could the reader of an evaluation report be reasonably confident that the conclusions of an evaluation report (e.g., a claim that the program is a success) met acceptable standards of systematic program evaluation research? The objective of evaluating the general policy utility refers to an assessment of the applicability of research findings from one program setting to other program settings. In other words, were the results of a particular study generalizable to other potential program locations? For example, is there sufficient evidence to infer that a group-counseling program evaluated as successful in Denver, Colorado would be as effective if implemented as part of a volunteer program in Atlanta, Georgia? The final objective entailed an identification of the

research issues associated with volunteer programs which need additional research in terms of evaluating program effectiveness. For example, there may be a large number of valid studies on effective strategies for volunteer recruitment, but very little (if any) valid research on the issue of volunteer incentive and support.

The primary limitation endemic to these research objectives concerned the self-imposed constraint that the exclusive focus of this project centered upon the available written reports of volunteer program evaluations. To gain an over-all perspective on this substantive area, we visited several programs, attended various conferences, and personally interacted with numerous people in the volunteer field. The specific charge of this grant, however, was to evaluate the research literature on volunteer program effectiveness. Therefore, the scope of the project was delimited to the written reports which were obtained during the period of the grant award: September 1, 1973 to August 31, 1974.

The literature search resulted in obtaining a total collection of approximately 240 books, written reports, research articles, etc. Application of our literature screening criteria (see "screening mechanism" in discussion below) greatly reduced the total collection of reports to a final working collection of 43 reports. This final working collection was subjected to the "evaluation plan."

as discussed below. and is the body of research upon which the findings of this report are based.

We do not have a precise estimate of the extent to which the total collection of reports obtained is "representative" of all volunteer program evaluations, mainly because there has never been a complete survey and, hence, identification of the population of written evaluations in this field. Furthermore, given the fact that well over 95% of the written material in this area is not published in traditional scholarly or professional outlets, but rather in the form of in-house documents, staff reports, grant reports, etc., such an exhaustive identification is virtually impossible. As the discussion on study selection and screening to follow will point out, however, the procedures employed for obtaining research reports afforded the greatest opportunity for obtaining as large a sample of research reports on the topic as was available. To the best of our knowledge, the body of literature obtained for this project represents the largest single collection of research reports on volunteer programs today.

Prior Research Overviews

At the outset of the project, we were greatly aided in the initial literature search by two prior reports which examined the volunteer movement from a research

overview perspective. The first study, conducted by Dr. Ernest Shelley, was based on an investigation in 1971 and a follow-up investigation in 1972.⁵ In his research overview, Dr. Shelley evaluated approximately 42 studies of different volunteer programs. His overview entails a summary of each program's operation and an evaluation of the research report. In his evaluations, he graded each of the reports in terms of their strengths and limitations and stated the report's findings and conclusions. His overview also made a number of recommendations for future research needs. The second study was conducted by Ms. Candace Peters as part of a research requirement at the University of Denver Graduate School of Social Work.⁶ In her study, Ms. Peters examined 73 completed research projects and categorized each report in terms of its primary and secondary research-issue focus. Ms. Peters also provided a brief interpretation of the research findings to date for each of the issue areas. *

The present study has extended the Shelley and Peters research through an evaluation of over 240 written reports on volunteer programs, including a re-evaluation of the research reports previously analyzed by Shelley and Peters. This report also provides a detailed explanation of the evaluation plan and evaluative criteria utilized in

* The interested reader is advised to consult these earlier reports for an appreciation of the over-all development of research in the area of volunteers in courts and corrections.

evaluating each report in terms of the previously stated research objectives.

Collection and Organization of Research Reports

The first major administrative task confronting the investigators was to obtain the collection of research evaluations that would constitute the primary data for the evaluation. A number of different strategies were employed to obtain the studies. Initially, letters were written to numerous agencies and individuals requesting information concerning research evaluations of volunteer programs. In addition, early contact was established with Judge Keith Leenhouts, Director, Volunteers in Probation, Inc., Royal Oak, Michigan. Judge Leenhouts facilitated our attendance at the Volunteers in Probation National Conference held in Denver, Colorado in early October, 1973. Through his efforts, we were able to establish contact with numerous individuals involved in the evaluation of volunteer programs.

During our attendance at the Volunteers in Probation Conference in Colorado, we conferred with Dr. Ivan H. Scheier and the staff of the National Information Center on Volunteerism (Boulder, Colorado), regarding the acquisition of research evaluations on volunteer programs. The result of that meeting was a subcontractual arrangement with the Center for the acquisition of the research

studies presently on file at the Center and also the acquisition of numerous research studies that had been reported as "in progress" in both the Shelley and Peters research overviews.

In addition to the research reports obtained through the subcontract, a number of reports were obtained as a result of site visits to various programs, written communications with program directors, conference participation, and the unsolicited receipt of research reports.

One of the major problems confronted during the collection phase was the development of a procedure for classifying and organizing the diverse collection of research reports. It was at this point that the earlier work by Candace Peters was most helpful.* We decided that the most policy-relevant procedure was to organize the research reports in terms of their research issue focus: in other words, to classify them in terms of the types of research questions that were addressed in the report. For example, some reports focused on the effectiveness of the volunteer program in terms of the impact on the client (e.g., reducing recidivism). Others emphasized the recruitment and training of volunteers, etc. Below is a list of the major research issue categories that were utilized in initially organizing the collection of studies

* The reader is referred to the original study by Ms. Peters, op. cit. The major research issue categories utilized in this report were adapted, in part, from the Peters study, and also from contact with various people in the volunteer area.

with an identification of the various research questions relevant to each category.

I Managerial Questions

A. Recruitment

1. Who volunteers and why?
2. What is the most cost-effective strategy for volunteer recruitment in a program-specific sense?
3. What groups are currently over/under recruited in specific program areas? How can current deficiencies in recruitment be best rectified?

B. Volunteer Screening, Placement and Matching

1. What are alternative program-specific screening mechanisms?
2. What is the differential performance of screened vs. unscreened volunteers?
3. What are the characteristics of successful vs. unsuccessful volunteers in a program-specific sense?
4. What are the alternative program-specific methods of matching volunteers to clients? What methods have been found to be most effective with what programs? What about the "receptivity" of the matching procedure re: both the volunteer and the client? (How important/How determined?)

C. Orientation and Training

1. What are the alternative program-specific training procedures?
2. What are the differential effects of alternative training procedures?
3. What is volunteer and client reaction to training?
4. What is the performance of trained vs. untrained volunteers?
5. How does the amount and type of line staff orientation and training affect the operation of the volunteer program?
6. How does training affect the success of the Volunteer Coordinator's function?

D. Volunteer Incentive and Support

1. What are alternative methods of volunteer recognition/reinforcement?
2. What are the most effective volunteer-specific methods of recognition/reinforcement (see #1 under recruitment)?
3. What is the rate of program-specific volunteer turn-over? What are the causes of volunteer turn-over?
4. How much effect does staff involvement and support have on individual volunteer success?
5. How much effect does staff involvement and support have on volunteer program success?

E. Administration

1. What are the different program-specific administrative structures and how do they relate to the success of specific program types?
2. What is the most cost-effective mixture of paid line staff, Volunteer Coordinators, volunteers and program clients?
3. What is the minimum financial support necessary to support different program configurations?

F. Volunteer Coordination

1. What are the qualifications/characteristics of a successful Volunteer Coordinator, and why?

II. Assessing the Impact of a Volunteer Program

A. On the Clients

1. What is volunteer program effect on recidivism rates?
2. What is volunteer program effect on noticeable changes in client behavior and attitudes beyond recidivism?
3. Volunteer-offender interaction:
 - a. What happens between a volunteer and offender?
 - b. What are the characteristics of a successful volunteer?
 - c. What is the difference between a professional and a volunteer relationship?
4. What is client reaction to the program?

B. On the Staff

1. What is the impact of the volunteer program on the staff?
2. What effect do volunteers have on staff workload and type of work staff does?
3. What is general staff response to volunteers?

C. On Other Service-Centered Agencies

1. What is the impact of the volunteer program on other agencies in the community (those involved with the offender, the court or institution, etc.)?

D. On the Community at Large

1. What effect do volunteers have on community attitude re: the offenders, the court or institution?
2. What other types of community initiated programs have resulted from the volunteer in corrections program?

E. On the Volunteers

1. How does volunteering affect the volunteer's attitude toward the offender, the court or institution?
2. How does volunteering affect the volunteer's goals and/or plans?

F. On the VictimsIII Research Specific Issues

A. Who should do the research?

B. Funding of research?

C. What kind of research should be done?

D. Role of the researcher?

E. For whom is the research being done?

1. Administration
2. Researcher
3. Program

F. What is the best mechanism for the feedback of research into program operation?

- G. How to attract competent researchers?
- H. Proper/best relationship between researchers and program administrators: i.e., what are the parameters of working relationship, best "climate" for research?

IV General Program Evaluations (i.e., no specific issue focus)

Screening Mechanism

The next organizational procedure entailed the development of a screening mechanism for the selection of research reports to be fully evaluated in terms of the present project's research objectives. Since not all of the material collected dealt with evaluations of volunteer program effectiveness, a procedure had to be developed to screen out those research reports, and other written materials, which were not specifically relevant to the research objectives. The screening mechanism employed followed a four-step procedure and is presented below in terms of the set of questions applied to each of the research reports.

First, does the research report focus on one of the relevant research issues? If the report focused on one of the research issues, it was included, at least in this step, in the collection of reports for further evaluation. If the study did not focus on one of the research issues, it was put in an "out" file and was not subjected to a full evaluation. This step was necessary as some of the

written material received did not specifically pertain to volunteers in the courts and corrections area.

Steps two through four in the screening mechanism entailed what we considered to be the minimum informational requirements necessary for the evaluation of a research report in a manner consistent with our stated research objectives. In other words, if a written report did not meet any one of the following requirements, it did not fall within the methodological scope of our evaluation plan (as discussed in the next section of this report).

Step two in the screening mechanism asked the question: does the report evaluate the effectiveness of a volunteer program in achieving an explicitly stated procedural or outcome objective or goal? This requirement contains two key concepts: effectiveness and program objectives. Effectiveness refers to the success of a program in achieving some desired result. This requirement limited our evaluation to those reports which contained some type of claim of success or achievement. A typical example would be the claim that "probationers assigned to volunteer counselors were less likely to commit additional offenses during the probationary period." By objectives we are referring to the desirable results which the program was designed to produce. These objectives constitute the targets of program action and must be stated in a measurable (i.e., quantifiable) form so that the extent of program

effectiveness may be objectively determined. Procedural objectives refer to objectives associated with the questions under Section I of the research issues dealing with managerial questions: such as volunteer recruitment, screening, placement and matching, orientation and training, etc. An example would be to "reduce the volunteer turnover rate through an increase in in-service training and support activities." Outcome objectives refer to objectives associated with Section II of the issues dealing with the impact of a volunteer program on the clients of the program, the program staff, other service-centered agencies, the community at large, etc. An example excerpted from one of the reports was to "help the misdemeanant to face his life more adequately and avoid further confrontations with the law." In other words, the procedural objectives are relevant to the operational or administrative aspects of a volunteer program, whereas the outcome objectives deal with the impact of the program on individuals, or groups of individuals, supposedly served, or helped, by the program.

If the research report focused on the effectiveness of the volunteer program in achieving either procedural or outcome objectives, it was included in the set of reports to be fully evaluated. If the report did not address the effectiveness question, it was not subjected to a full evaluation. This decision was based on the

argument that if we could not determine precisely what it was that the program was designed to achieve (i.e., program objectives) we did not have a basis upon which to evaluate the extent to which it was successful. Also, the charge of the grant was to evaluate the effectiveness of volunteer programs, and this limited our analysis to research reports which contained explicitly stated claims of program success (i.e., effectiveness) vis-a-vis either procedural or outcome objectives. This screening requirement should be underscored: namely, that the claim of program effectiveness/success had to be stated in terms of measurable (i.e., quantifiable) performance criteria. This requirement served to screen out reports where the claim of program success, or failure, was not, at some point in the report, explicitly linked with measurable effectiveness criteria. Thus, for example, a report with the statement that, "In a successful match, a good relationship was formed and a desired behavior change was achieved" did not qualify under this requirement. "Good relationship" and "Behavior change" needed to be fully explicated in terms of specific behavioral measures.

The third step in the screening process was an examination of the report in terms of the extent to which the authors of the report clearly specified the program activities designed to achieve program objectives, and included objective measures of program effectiveness.

This, we felt, was a critical requirement for each report if we were to be able to make meaningful statements about the validity of the conclusions contained in the report. For, unless we knew precisely how a program was designed to achieve its stated objectives (i.e., program activities), and what measures were employed to determine the extent of program success (i.e., effectiveness criteria), we did not have a basis for an evaluation of the report.

A failure to clearly specify program activities was one of the most pronounced shortcomings of the research we evaluated. In most cases, shorthand expressions such as one-to-one counseling, group therapy, job counseling, etc., were contained in the report with no specification of the program actions, or operations, associated with these terms. In other words, the administrative details of program implementation (i.e., process) were not fully explicated. Thus, early in our screening procedures we were forced to relax this criterion by accepting these shorthand expressions and not insisting upon a full specification of program activities. As will be discussed later, this placed great limitations on the generalizability (i.e., policy utility) of the evaluation results from one program setting to another. The requirement that the effectiveness criteria be stated in quantifiable terms is relatively straightforward: unless we know how the effectiveness of a program was measured, we could not

determine the extent to which a specific objective was. or was not. achieved.

The fourth and final requirement can be stated as follows: are the conclusions or recommendations contained in an evaluation report supported by some type of empirical data base? That is, did the report offer some type of empirical evidence as support for a claim of program effectiveness? If the report offered empirical data either through an experiment, survey, examination of court records, etc., as support for a claim of program success, it was included in the group of studies to be fully evaluated. If, on the other hand, the report did not contain any empirical evidence, it was put in the "out" file and was not subjected to a full evaluation. In our view, the absence of empirical support for a claim of program success precluded any systematic validation, or invalidation, of the claim. For example, a report may assert that "the recruitment strategy employed in the program was very successful in obtaining high quality volunteers." In the absence of empirical data, we had no basis for evaluating the statement in terms of a specific set of validation criteria. While the statement may have reflected a sincere appraisal of the program, the lack of empirical evidence precluded an evaluation of the statement in terms of accepted standards of evaluation research methodology.⁷

Screening Output

The results of the screening process are presented here to provide a summary of the distribution of research reports across the range of research issues endemic to the volunteers in courts and corrections area. An examination of the issue matrix below provides a quick summary of the research concentrations relative to different issue areas and suggests those areas in need of further research focus. The numbers within the issue matrix refer to the numbers of the research reports presented under the bibliographic section at the end of the report.

The research studies are classified in terms of their primary and secondary research foci and whether or not they contained an effectiveness analysis component. All of the studies obtained for this report were initially screened "in" or "out" and classified in terms of their primary and secondary focus. Two points are relevant here: first, studies were screened "in" if they had any empirical data relevant to one of the identified research issues: Thus, if a study is represented in the matrix, it had some empirical data, however limited. Many of the reports obtained for this study were primarily prescriptive and did not contain any form of empirical data as support for recommendations. While we have listed these studies

ISSUE MATRIX

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
I Managerial Questions			
A. <u>Recruitment</u>			
1. Who volunteers and why?		7. 12. 13. 19. 23. 27. 32. 33. 34. 36. 40. 41. 48. 49. 51. 58. 72. 73. 113. 118. 141. 151. 176. 179. 205. 206. 209	118
2. What is the most cost-effective strategy for volunteer recruitment in a program-specific sense?	80	12. 25. 27. 32. 141. 151. 177. 209	80. 151
3. What groups are currently over-under recruited in specific program areas? How can current deficiencies in recruitment be best rectified?	106	33. 40. 58. 118. 150. 151. 153	118
B. <u>Volunteer Screening, Placement and Matching</u>			
1. What are alternative program-specific screening mechanisms?		7. 12. 13. 25. 33. 34. 36. 40. 50. 51. 53C. 74. 99. 118. 151. 153. 205. 209. 230E	53C. 74
2. What is the differential performance of screened vs. unscreened volunteers?	230E		

Issue Matrix(2)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
3. What are the characteristics of successful vs. unsuccessful volunteers in a program-specific sense?	34, 53C, 74, 122, 157	12, 23, 178, 230E	53C, 74, 157, 178
4. What are the alternative program-specific methods of matching volunteers to clients? What methods have been found to be most effective with what programs? What about the "receptivity" of the matching procedure re: both the volunteer and the client? (How important/how determined?)	25, 48, 64, 74, 84C, 99, 134, 230E	7, 13, 33, 40, 53C, 72, 73, 106, 151, 177, 209, 212B, 231	13, 48, 53C, 64, 74, 84C, 99, 134, 231
<u>C. Orientation and Training</u>			
1. What are the alternative program-specific training procedures?	36	7, 12, 13, 23, 25, 27, 33, 34, 40, 46, 51, 72, 73, 109, 113, 118, 141, 151, 205, 209, 212A, 212B	13, 36, 118
2. What are the differential effects of alternative training procedures		153	

Issue Matrix (3)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
2. What are the differential effects of alternative training procedures?		153	
3. What is volunteer and client reaction to training?	46, 72	7, 13, 19, 23, 32, 41 204, 206, 212B	
4. What is the performance of trained vs. untrained volunteers?			
5. How does the amount and type of line staff orientation and training affect the operation of the volunteer program	63	19, 25, 150, 205	
D. <u>Volunteer Incentive and Support</u>			
1. What are alternative methods of volunteer recognition/reinforcement?		7, 13, 23, 31, 141, 209	
2. What are the most effective volunteer specific methods of recognition/reinforcement (see #1 under Recruitment.)?			

Issue Matrix (4)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
3. What is the rate of program-specific volunteer turnover?		19, 27, 33, 49, 151, 174, 176, 206, 209	
4. How much effect does staff involvement and support have on individual volunteer success?		19, 23, 179, 204	
5. How much effect does staff involvement and support have on volunteer success?		71, 179	
E. <u>Administration</u>			
1. What are the different program-specific administrative structures and how do they relate to the success of specific program types?		7, 19, 23, 33, 40, 57, 80, 113, 145, 151, 153, 174, 177, 179, 209, 212B	
2. What is the most cost-effective mixture of paid line staff, volunteer coordinators, volunteers and program clients?		19	

Issue Matrix (5)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
3. What is the minimum financial support necessary to support different program configurations?		7, 13, 201, 209	
F. <u>Volunteer Coordination</u> 1. What are the qualifications/characteristics of a successful volunteer coordinator and why?		23, 32, 150, 153, 177	
II <u>Assessing the Impact of a Volunteer Program</u> A. <u>On the Clients</u> 1. What is volunteer program effect on rates of recidivism rates?	34, 42, 44, 47, 49, 53C, 84B, 109, 167, 174, 178, 212A, 231	7, 12, 13, 40, 42, 57, 73, 113, 141, 152, 177, 204, 205, 212B, 240	ALL
2. What is volunteer program effect on noticeable changes in client behavior and attitudes beyond recidivism?	31, 42, 45, 49, 53C, 84B, 166, 179, 212A, 231	7, 13, 23, 32, 57, 122, 122, 141, 153, 177, 206	ALL

Issue Matrix (6)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
3. Volunteer-offender interaction? a. What happens between a volunteer and offender	13, 122, 161	7, 12, 13, 23, 32, 35, 35, 40, 49a, 49B, 53C, 74, 153, 204, 212A, 231	
b. What are the characteristics of a successful volunteer and/or relationship		7, 13, 23, 34, 48, 53C, 73, 74, 122, 161, 205, 231	
c. What is the difference between a professional and a volunteer relationship?	3-	7, 32, 40, 73, 153, 174, 179, 206	
4. What is client reaction to the program?	53, 212A, 240	7, 12, 23, 34, 49A, 49B, 179, 231	
<u>B. On the Staff</u>			
1. What is the impact of the volunteer program on the staff?		32, 40, 153, 177, 209	
2. What effect do volunteers have on staff workload and type of work staff does?		40, 50, 51, 75, 205, 212B	40

Issue Matrix (7)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
3. What is general staff response to volunteers?		23, 32, 51, 57, 71, 150, 153, 174, 177, 205, 209	
<u>C. On Other Service-Centered Agencies</u> 1. What is the impact of the volunteer program on other agencies in the community (those involved with the offender, the court or institution, etc.?)	27, 43, 148	19, 36, 72, 174, 177, 212A	
<u>D. On the Community at Large</u> 1. What effect do volunteers have on community re: the offenders the court or institution?	31, 33, 58, 150	13, 19, 32, 49, 57, 72, 153, 170, 174, 177, 205, 212B	
2. What other types of community initiated programs have resulted from the volunteers in corrections program?		212B	

Issue Matrix (8)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
<u>E. On the Volunteers</u>			
1. How does volunteering affect the volunteer's attitude toward the offender and the court or institution?	19, 46, 231	7, 12, 23, 27, 32, 41, 49, 58, 72, 141, 145, 212B	7
2. How does volunteering affect the volunteer's career goals and/or plans?		41	
<u>F. On the Victims</u>		7	

III Research-Specific Issues

1. Who should do the research?
2. Funding of research?
3. What kind of research should be done?
4. Role of the researcher?
5. For whom is the research being done? (Administration, Researcher, Program)
6. What is the best mechanism for the feedback of research into program operation?
7. How to attract competent researchers?

7
 7, 13, 26, 32, 33, 34,
 36, 40, 49
 58, 151, 176, 206, 207,
 230B
 23

 176

 7, 32, 33

Issue Matrix (9)

CATEGORY	PRIMARY FOCUS	SECONDARY FOCUS	EFFECTIVENESS ANALYSIS
I7 General Program Evaluation	13, 19, 23, 26, 32, 57, 71, 73, 113, 151, 153, 170, 176, 177, 200, 204, 205, 206, 209, 212B		

in the bibliographic section, they were not screened "in" for a more intensive evaluation, due to the fact that they did not give evidence, at least initially, of containing any type of data base susceptible to a systematic validation. Second, the designation of primary and secondary focus is, to some degree, arbitrary and we do not imply that the categories are mutually exclusive. The classifications contained in the matrix constitute the pooled judgments of the principal investigators and research assistants regarding the primary and secondary focus for each study. This determination was made after reading each report and discussing its research focus.

In a general sense, the distinction between primary and secondary focus rested on three considerations:

- 1) the stated intent of the research report: that is, the research objectives stated by the authors of the report regarding the focus of the report (e.g., matching, screening, client impact, etc.);
- 2) the presence or absence of data in the report dealing with a particular research issue; and/or
- 3) the amount of report space devoted to the analysis and interpretation of data focusing on a specific research issue.

In most cases, the first two considerations settled the issue concerning the classification of a study. That is, for example, if a report discussed client impact and presented data on that issue and also discussed the matching issue but did not present

any data on that issue, it was classified under the client impact category in terms of its primary focus and under the matching category in terms of a secondary focus. In the few cases where data were present on a number of issues, we based our judgment on the relative amount of space devoted to the analysis and interpretation of the data for each of the issues. For example, the authors may have generated a large amount of data on the matching issue, and yet only provided a few summary statistics on the question of recruitment. In this example, the study would be classified as having matching as a primary focus and recruitment as a secondary focus. This explains why some studies are cited under different issue areas with different designations of primary and secondary focus.

As can be seen from the matrix below, the greatest attrition in the total screening process occurred in the classification of studies as to whether or not they contained an effectiveness analysis component. To be included in the effectiveness analysis column, a study had to contain an explicitly stated effectiveness analysis component consistent with the discussion of effectiveness analysis presented earlier. Specifically, a statement, or set of statements, positing an empirically testable hypothesis to the effect that a causal relationship exists between the performance of a given program activity and the

attainment of a quantified procedural or outcome objective. Furthermore, that the hypothesis was actually subjected to an empirical test and the results of the test presented in a readily interpretable manner. Only those studies which met these criteria were subjected to a full evaluation in this report. The findings discussed in the report are based on the results presented in those studies classified under the effectiveness analysis column. As was stated previously, a total of 43 studies were ultimately placed in this category.

In looking at the matrix, the most obvious conclusion to be drawn is that, in general terms, there is a markedly uneven distribution of research concentration across the issue areas. Some areas such as the client impact area received considerable research attention, while other areas, such as volunteer recognition and support received scant attention. This unevenness is somewhat understandable in that most reports tended to emphasize one or two issue areas and did not give equal attention to the full range of issues. Those areas of secondary concern tended to only get a brief mention.

The uneven research focus is even more evident when one looks at the effectiveness analysis column. The modal tendency was for research to focus on the client impact area and next to focus on the area of volunteer matching. At the conclusion of this report we have prepared an agenda

for recommended future research in the volunteer area. The reader is directed there for a fuller discussion of recommended future research priorities.

Evaluation Plan

The evaluation plan for this study is presented in terms of five main components: the degree to which the program structure is clearly specified; the measurement procedures contained in a report; the research design; the appropriateness of the data analysis contained in a report; and, finally, the potential policy utility of a report. Only those reports which passed all of the previously discussed steps in the screening mechanism were subjected to this full evaluation as outlined in the evaluation plan.

1. Specificity of Program Structure

Program structure refers to the interrelated set of objectives, activities, and effectiveness criteria which form the basis for both the design and operation of the program and the measurement of program effectiveness. The primary focus of this step was the clarity and completeness of the report in detailing the important operational components of the volunteer program. A question we applied to each report was: given the information in this report, could we replicate the program at another location? The specific criteria were as follows:

- a. An unambiguous statement of the specific problem(s) that the program was designed to solve (e.g., criminal recidivism).
- b. Identification of the program goals or objectives (procedural and outcome) upon which the impact, or effectiveness, of the program is to be evaluated. The goals/objectives must be stated in a potentially measurable form.
- c. Specification of the main program activities designed and implemented to achieve the stated program objectives. This aspect of program structure is crucial as it is most important that we know precisely "what it is" in the over-all program operation that succeeded or failed. This requires that each program activity (e.g., one-to-one counseling, role playing, etc.) must be described in sufficient detail to permit the potential replication of the activity within a different program setting. This is best done through a specification of the operational characteristics of the program's service delivery (i.e., the details of program implementation).
- d. Identification of the target population that was either the recipient of a given program service (i.e., clientele group) or was designated as the group to be affected by the program action. This would require a specification of the relevant target population characteristics (e.g., sex, age, race, education, offense history, etc.) which may affect the potential or actual extent of program effectiveness.
- e. Specification of the effectiveness criteria which formed the benchmarks for measuring the effectiveness of program action. A concern here was the correspondence between the statement of program objectives and the measures of program effectiveness. The extent to which this agreement was spelled out in the study was an important consideration. The reader is referred to the discussion under "measurement considerations" below for an elaboration of this aspect of program structure (i.e., measurement validity).

2. Measurement Considerations

Some analysts would argue that the validity of a research report ultimately rests upon the measurement procedures which produced the data contained in the report. Thus, a poorly conceived and improperly administered measurement procedure precludes the possibility of valid results, and, hence, negates the utility of the study as a source of decision-relevant information. We tend to agree with this position.* We, therefore, initiated the evaluation of each report with a critical appraisal of the measurement procedures contained in the report. In particular, we evaluated the extent to which the measurement procedures were standardized, objective, reliable and, most importantly, valid.⁸

Standardization refers to the extent to which the measurement procedure provides safeguards against interpretive errors. In other words, did the report provide a clear-cut set of standardized norms against which

* While we agree, in principle with this position, we do not mean to imply that reports not fulfilling these requirements in a strict sense were automatically eliminated. We were aware that there would be wide variations in the technical quality and methodological sophistication of the studies evaluated. What we are suggesting (as in the other sections of the report) is the necessity for a clear-cut methodological perspective on our parts within which we evaluated the studies screened for a full evaluation. Within this perspective we evaluated each study so as to dredge out the maximum possible amount of decision-relevant information, and, at the same time, indicate the nature of the evidence which supports the findings.

scores, or differences in scores, on the effectiveness criteria could be evaluated? Without some type of comparative baseline, a score on an effectiveness criterion (e.g., personality test) has no self-evident meaning. The requirement of objectivity serves to underscore the possibility that the personal bias of an investigator(s) could contaminate the measurement procedure. The key point is that the results obtained from the measurement procedure should be independent of the particular individual performing the measurement operation. The extent to which the study provided adequate measurement guidelines (i.e., specified the actual measurement procedures employed in the study) was, therefore, a central concern. The third criteria, reliability, refers to the amount of random error present in the measurement procedure. It is evidenced by the degree of inconsistency of results obtained from repeated applications of a measuring instrument to similar phenomena at different points in time. The greater the inconsistency, the lower the reliability of the measurement and, therefore, the greater the amount of potential measurement error present. Our evaluation focused on the type of evidence the study reported concerning the reliability of the measurement procedure. Closely related to reliability (in a statistical sense) is that of the validity of the measures obtained. The concept of validity is what might

be called the "acid test" for any measurement procedure. A measurement procedure may entail standardized norms for comparison. be fully objective in providing guidelines for reproduction of the measures. highly consistent in repeated application (i.e.. reliable), and yet. if the resultant measures are not valid indicators of the important concepts (e.g., effectiveness criteria) contained in the study. they are suspect. suspect in the sense that they may be irrelevant to the evaluation issues posed in the study. For example. a survey of volunteer program staff may provide valid information about what the staff thinks regarding the effectiveness of a program. By itself. however. the survey would be of dubious validity as a measure of program effectiveness relative to the actual behavior of offenders (e.g., recidivism. employment. etc..) following their release from court supervision. Answers to evaluative questions of the latter type would require measures which directly focus on offender behavior. A vital concern of our evaluation. therefore. was a careful examination of the evidence presented in each report regarding the validity of the measures employed.

3. Design Considerations

In general terms. the design component of a research project serves as a "blueprint" for the over-all research effort. As such. it spells out how the researcher organized the various aspects of the research problem for purposes of

data collection and analysis. Relative to program evaluation, it delineates the organization of program objectives, program activities, program participants, and effectiveness criteria for purposes of measuring the degree of program effectiveness. For purposes of evaluating the research reports, it was essential that the research design provided an unambiguous blueprint so that one could critically assess the technical quality of the research project and readily ascertain which features of the program operation were most important to the success or failure of the program. Our first concern under this section was, therefore, the explicitness of the research design contained in each report.

The second major concern was the extent to which the research design utilized in a report overcame various threats to the internal and external validity of the design.⁹ The internal threats refer to invalidating factors which may cast doubt on the hypothesized causal relationship between an independent variable (e.g., program activity) and a dependent variable (e.g., effectiveness criterion score). When applied to a research report, the threats challenge either the assertion that a "significant" change in the effectiveness criterion did, in fact, occur or, if a significant change was observed, that the program activity was the most important causal factor. The various threats to internal validity constitute.

in effect, a check-list of rival explanations for any observed changes in the effectiveness criteria. In the evaluation of each report, we sought evidence that the report's research design provided adequate safeguards against the various relevant threats to internal validity.*

External validity refers to the generalizability, or applicability, of a report's research findings to other geographic locations, target populations, time periods, or effectiveness criteria. In general, the external threats may be classified under the headings of population validity and ecological validity.¹⁰

Population validity involves the generalizability of the research findings to other populations; i.e., what other target populations can be expected to behave, or react, in the same way as the target population of the program? Ecological validity deals with the environment of the program and its potential impact on the generality of the findings (i.e., the setting of the program, the nature of the services delivered, the delivery system, the effectiveness criteria employed to evaluate the program, etc.) In our evaluation, we employed the various relevant factors included in the external validity schema in estimating the extent to which the research findings of a report were potentially replicatable at other program locations.

* The reader is referred to the citations in Footnotes 9, 10, 11 at the end of this chapter for a listing and explanation of the specific threats to internal and external validity.

The Evaluation Matrix presented in Figure 1 below summarizes the approach for evaluating the technical quality of each report's research design.¹¹ In the evaluation we examined each report's research design to initially determine whether or not a particular validity threat was relevant. Where it was determined that a given threat was applicable to a research design, we evaluated the extent to which the author explicitly provided adequate safeguards against the potential invalidating effect of the threat. In cases where the report was vague or ambiguous relative to the provisions of the necessary control for a validity threat, we indicated an indeterminacy in our evaluation by a question mark. We did not try to second guess the author's report as to whether or not adequate control for a threat had been included in the research design.

The output of this procedure was a coding sheet for each report which provided a basis for evaluating the extent to which a report's research design supported, or failed to support, a substantive claim of program success. The objective of the matrix in Figure 1 was to provide a conceptual framework whereby the collection of research could be organized and subjected to critical evaluation both in terms of technical quality and substantive claims. It should be noted that the emphasis in the design section was upon criteria appropriate to both

Figure 1

Threats to Validity - Design Considerations

	<u>Internal Threats</u>			<u>External Threats</u>							
	<u>T₁</u>	<u>T₂</u>	<u>T_N</u>	<u>Population</u>			<u>Ecological</u>				
	<u>T₁</u>	<u>T₂</u>	<u>T_N</u>	<u>T₁</u>	<u>T₂</u>	<u>...</u>	<u>T_N</u>	<u>T₁</u>	<u>T₂</u>	<u>...</u>	<u>T_N</u>
<u>S₁</u>											
<u>S₂</u>											
<u>S₃</u>											
<u>...</u>											
<u>S_N</u>											

Code S = Study Number
 = Important threat explicitly controlled for in the research design of a report.
 Blank = Important threat not explicitly controlled for in the research design of a report.
 ? = Indeterminate from a report whether a threat was adequately controlled for in the research design of the report.
 T = Specific threat to validity
 NA = Threat not applicable to the research design of a report

experimental and non-experimental research projects. We felt that this emphasis was appropriate because it not only provided an optimal model for evaluation (i.e., experimental design) but also was flexible enough to accommodate the different types of research designs found in the research on volunteer programs. In, for example, the evaluations of volunteer programs in Royal Oak, Michigan, Boulder, Colorado, and Denver, Colorado, the analysis was based on a variant of the before-after, control group design. Where these types of comparisons were made (e.g., probationers assigned to volunteers vs. probationers not assigned to volunteers), an experimental design approach afforded the greatest insight into the degree to which conclusions regarding program effectiveness were warranted. In the example of a "case study" type of analysis, the matrix in Figure 1 immediately triggered a set of specific questions concerning the internal and external validity of the study's research design.

4. Data Analysis Considerations

Under this heading, each study was evaluated in terms of the following considerations:

- a. The appropriateness of the data analysis in terms of the study's data-set characteristics and the type of analytical questions posed in the study.
- b. The estimation of both the short and the long-term effects of program action.

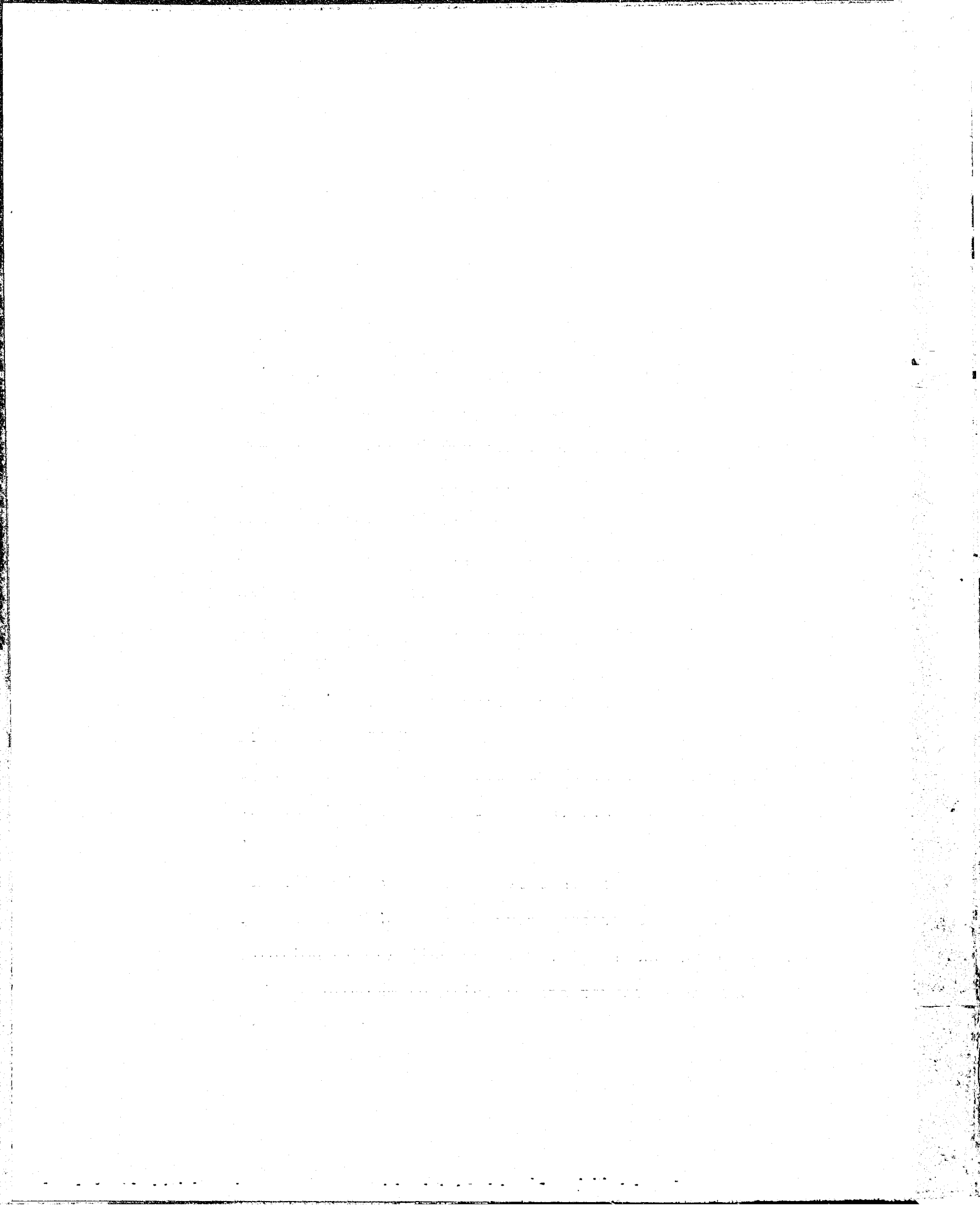
- c. The estimation of both the intended and the potential "spill-over" effects of program action.
- d. The estimation of both the main vs. the interactive effects of program action.

On the first point, we were concerned with the extent to which the data set characteristics of a report permitted the type of analysis performed. Was, for example, the study's conclusions that "statistically significant differences were obtained" justified in terms of the appropriate type of probability sample? Likewise, an assertion of comparative (or relative) effectiveness should specify the characteristics of the "control" groups, and the criteria upon which these control groups were selected for comparison. Also, an assertion of a long-term effect must be supported by the necessary type of longitudinal data rather than a few short-term observations. The latter point underscores the distinction between long-range and short-term effects. A short-term effect of program action (e.g., job acquisition) may not be a sufficient condition for a desired long-range consequence (e.g., job stability and family stability). Thus, a program stating a long-range objective should provide an estimate of the long-range effectiveness. In addition to long-range effects, the report should be sensitive to the possibility of "spillover" effects (i.e., externalities) as a result of program action. In general terms, these refer to the consequences of program action

which occur in addition to those stated in the desired program objectives: in other words, the unintended consequences traceable to a given program activity.

As for example, the case of the "successful" probationer who becomes an effective volunteer recruiter once he, or she, re-enters his community.

The final aspect of the data analysis evaluation was the degree to which the study differentiated between the main vs. the interactive effects of program action. Main effects refer to those changes in the effectiveness criterion that could be directly linked to program action. Interactive effects refer to consequences of program action which were explained by program action and other variables operative within the program's environment. If, for example, a volunteer job counseling program was equally effective (or ineffective) regardless of the sex and age of the counselee, then we could meaningfully talk about the main effects produced by the program. If, on the other hand, we found that the program was most successful with males in the 17-22 age bracket and next, to a lesser extent, females in the 24-29 age bracket, we would conclude that program effectiveness interacted with the variables of sex and age and, thus, program success was differentially related to sex and age groupings within the target population. We feel that, while the over-all effectiveness of a program is important, the program



"A Research Strategy for Analyzing the Impacts of Public Policy" Administrative Science Quarterly, September, 1972, pp. 328-339, Stuart Adams, Evaluative Research in Corrections: A Practical Guide (Washington, D.C., National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, 1974)

8. For an elaboration of these criteria see: Robert L. Thorndike (Ed.), Educational Measurement (Washington D.C.: American Council on Education, 1971). Part Three, "Measurement Theory", pp. 335-600.
9. D.T. Campbell and J.C. Stanley, Experimental and Quasi-Experimental Designs for Research, (Chicago, Illinois. Rand-McNally & Co., 1963). Donald T. Campbell "Reforms as Experiments" American Psychologist, Vol. 24, No. 4, April, 1969 (Modified Version, Feb., 1971 pp. 409-429)
10. Glen H. Bracht and Gene V. Glass "The External Validity of Experiments". The American Educational Research Journal, Vol. 5, No. 4 (November, 1968) pp. 437-474.
11. For a discussion of the application of this approach to validity assessment see D.T. Campbell and J.C. Stanley, op. cit. Experimental and Quasi-experimental Designs for Research: especially pp. 8, 40, 56

II

Project Results

Introduction

In the discussion to follow, we will present the results of our evaluation of the research screened "in" for a full evaluation. As the reader will note, not all of the issue areas will be covered in this discussion. In many of the issue areas we felt that the research focusing on that issue area did not support an extended discussion of the area. The issue areas to be covered in the following discussion will be those dealing with recruitment, screening, orientation and training, matching, and client impact. The only issue area out of this group which permitted a full-scale application of the evaluation plan was the client impact area. This issue category also contained the bulk of the research screened in for a full evaluation. Following discussion of each of the specific issue areas we will present an over-all summary of the research conclusions reached in our evaluation. The presentation of the research conclusions will be geared to the concerns outlined in the previously discussed section on policy utility.

Recruitment

Since the type of people attracted to participate in a volunteer program will, in large part, determine the variety and effectiveness of program services, volunteer

recruitment is a vital concern for any volunteer program administrator. The key point here is effective recruitment. That is, the recruitment of volunteer personnel that contributes to the effectiveness of the program in achieving both its procedural and outcome goals and objectives. As in the other administrative components of a program (e.g., screening, matching, orientation and training, etc..) our emphasis was upon the identification of empirical linkages between the performance of administrative responsibilities and the attainment of program goals and objectives. In evaluating the research on volunteer recruitment, we initially set the following research questions as guideposts for directing our attention to the most policy-relevant information. The questions may be stated simply as follows:

1. What recruitment methods are currently being used in volunteer programs?
2. How effective are these methods in recruiting volunteers in general?
3. How effective are these methods in recruiting specific types of volunteers to meet specific program needs? For example, what techniques are best used for recruiting people to serve as one-to-one counselors as opposed to recruiting people to serve in administrative positions? The emphasis here being on a focused and selective, as opposed to a "shotgun", approach to recruitment.
4. What are the most cost-effective recruiting methods for obtaining volunteers to meet program service needs?

5. What recruitment methods are most likely to obtain "successful" volunteers, however success is defined in a program-specific sense?
6. What is the best "mix" of recruiting methods consistent with maximizing the effectiveness of a volunteer program (e.g., word of mouth plus speakers bureau plus radio spot announcements)?
7. What are the temporal (i.e., time-related) aspects of volunteer recruitment that may relate to the effectiveness of recruitment?

The research to date on volunteer recruitment has focused almost exclusively on Question #1 and, in a limited sense, upon Question #2. The approach has been to list the various recruitment methods employed and, in a few studies, to present recall data on how the various volunteer recruits "heard about" or "learned about" the volunteer program. For example, in one study of statewide programs (#80) the various methods of recruitment were listed in terms of those which were most frequently used with the accompanying percentages presented:

1. Word of mouth or personal contact - 87%
2. Public speaking before civic, professional and service organizations - 68%
3. Direct mail-outs such as brochures and newsletters - 48%
4. Newspapers - 45%
5. Volunteer Bureau or Volunteer Action Center - 35%
6. Radio and television - 36%

7. Colleges and universities - 9%
8. Former staff - 4%

The study found that the most effective recruitment method was by word-of-mouth alone (36%) and the next most effective was a combination of word-of-mouth plus some other medium such as Volunteer Bureau and newsletter (21%). In terms of the agencies responding to the survey, the word-of-mouth approach was preferred because it provided direct personal contact (35%); was convenient (24%), provided a high quality of volunteer (24%), or provided the greatest exposure at the least expense (7%).

The above figures are presented as an indication of the type of research which has focused on the recruitment aspect of volunteer programming. Although there are numerous other discussions of recruitment "effectiveness" in several sources (see issue matrix), they are of a general nature and, while suggestive, are not supported by empirical evidence on either procedural effectiveness or the relationship between procedural effectiveness and outcome effectiveness. With one exception, we found no research reports which directly addressed the types of concerns expressed in Questions #3 through #7. The lone exception addressed Question #5, (i.e., recruiting successful volunteers) but from a strictly subjective perspective and did not fully explicate the measurement procedures or

rating criteria, which resulted in the classification of volunteers as successful or unsuccessful.¹ Thus, we conclude that the finding of that report that "friends" and, next, newspaper ads recruiting the most successful volunteers, is merely suggestive and not definitive.

As stated above, the research on recruitment has focused exclusively on 1) the methods of recruitment in a limited sense, 2) the number of people who were recruited by different methods (based on recall data) and, 3) target populations where more effective recruitment efforts are needed. On the last point, the research reports generally agree that there is a need for increased recruitment efforts to attract male volunteers, minority group volunteers, volunteers from working class backgrounds, lower income volunteers, and volunteers in rural areas. These, and other aspects of the recruitment question, are discussed in several sources and an elaborate discussion here would simply be a restatement of these previous reports.² In future research efforts, we recommend that an evaluation of the cost-effectiveness of alternative recruitment methods be given high research priority, especially as it relates to recruitment efforts aimed at specific target populations to meet specific program service needs.

References

1. Ivan H. Scheier and Leroy P. Goter, Using Volunteers in Court Settings, op. cit. p. 58. 63
2. Ibid. pp. 19-45, Ivan H. Scheier and Judith Lake Berry, Guidelines and Standards for Use of Volunteers in Correctional Programs, op. cit., pp. 62-69

Screening

The general thrust in the literature on volunteer programs is that the screening process should be closely tied to volunteer recruitment and serve two main functions: quality control and job placement.¹ The quality control function serves to insure that people accepted for the program possess skills, personality traits and behavioral characteristics consistent with the over-all goals and objectives of the program. In this sense, the screening process serves to screen "in" applicants who possess skills and attributes which facilitate the effective operation of the program. Conversely, not everyone who responds to volunteer recruitment initiatives may possess skills and/or behavioral attributes which are consistent with the goals and objectives of the program. Thus, the emphasis is upon screening "out" those applicants whose participation in the program might have either negligible or negative consequences for the effective operation of the program.

It should be pointed out that the opinions on the quality control aspect of screening are not unanimous. Some would argue that anyone who applies for admission to the volunteer program should be allowed to participate, whereas others contend that mere interest alone in the program is not sufficient to warrant acceptance for

participation in the program. Rather, the person should exhibit both an initial interest and possess attributes and/or skills which give promise of making a positive contribution towards the effective operation of the program.

Another point concerns the risk involved in either the "over-screening" or "under-screening" of volunteer applicants. That is, setting up criteria for acceptance that are so restrictive (i.e., over-screening) as to discourage people who might, otherwise make a valuable contribution to the program or, on the other hand, so loose (i.e., under-screening) that people could enter the program and, through their actions, either not contribute fully to the program or negatively affect the operation of the program. A commonly cited example is that of the undependable volunteer who expresses a strong initial interest in the program and yet this interest is not sustained, resulting in either ineffective, inconsistent, or non-participation by the volunteer.² This can produce disappointment for both the program's administrative staff and, more importantly, a probationer with whom the volunteer may have been paired in a one-to-one relationship.

The less objective and, hence, potentially less reliable the screening procedures are, the greater is the risk that they will be non-uniformly applied and result in

over- or under-screening. A priority need is, therefore, for objective, reliable and valid screening procedures which maximize the chances of screening in potentially effective volunteers and minimize the effect of either over- or under-screening.

The second function of the screening procedure, job placement, emphasizes that the screening criteria should be applied to applicants in a job-specific manner. That is, the application of screening criteria should be keyed to the type of job that the person being considered would most likely be assigned in the program. As an example, one would not apply the same screening criteria to a person being considered for a clerical position as one might use for an applicant being considered for a one-to-one counseling position. Furthermore, a careful screening process can help to identify skills and/or aptitudes consistent with high priority program service needs.

Several sources of information are generally cited as comprising the basis upon which the screening process is performed:

1. Volunteer application forms which summarize the general background information on the applicant. Several general forms of this type are readily found in the literature.³

2. Personal interviews with the volunteer supervisor and at least one other volunteer staff member.

3. Check of local police records for serious offenses.
4. Personality inventories and/or attitude assessment.
5. Letters of recommendation from people familiar with the applicant, either as a person residing in the community, or relative to the applicant's work habits, dependability, etc.
6. College transcripts or records of occupational performance.
7. Personal interview by court psychiatrist or court psychologist in lieu of personality or attitude testing.
8. Check of medical records.

While all programs use one or more of these screening measures, we found no study which provided fully objective guidelines for applying sets of these criteria to the screening process. Rather, the discussion of screening focused on the general categories of screening criteria and contained prescriptive statements about desirable characteristics and some general traits to be examined. For example, one report⁴ states that people possessing the following characteristics should be screened "in" for participation in a volunteer program, the desirable characteristics being those of:

Maturity

Stability

Self-directed in his self-motivation for the work

Positive not rigid, especially not rigidly judgmental

Accurate empathy: ability to place oneself in others' shoes as distinct from sheer sentimentality

Not primarily working out his own problems in his relationships with others

Willing to learn: doesn't have the "word" already on all the solutions to crime and delinquency

An activist, a participator, a doer rather than a criticiser for criticism's sake. The best people are normally recruited from busy ranks, not idle ranks.

For direct contact work with offenders, a strong self-identity: someone unlikely to become a tool who'll do anything to win the offender's friendship.

In another study,⁵ a list of reasons for screening applicants "out" included the following:

Lacks necessary expertise

Is unwilling or unable to spend significant time with the probationer

Could be easily conned by probationer

Likes to join organizations

Likes to tell people what to do

Wants to punish wrong-doers

Is trying to solve or escape personal problems through volunteerism

Applied for the volunteer program to reduce personal boredom

While each of these criteria for screening "in" or "out" may have an intuitive meaning for some people, they are not

clearly defined in terms of measurement procedures or operations easily reproduced by people with, perhaps, dissimilar viewpoints, located at different program sites. In other words, they are not self-evident concepts clearly linked to a set of measurement procedures that can be consistently applied by a variety of program personnel.

A further illustration of the point on need for an objective screening process can be found in the screening procedures employed in the Lincoln, Nebraska program (#53C). The procedure consists of four types of information sources: the application form (included at the end of this section); an interview with the Volunteer Coordinator, psychological testing (sometimes waived), and a staff evaluation of performance during the training session. As contained in the written material about the program, the one information source approaching the level of standardization we recommend is the psychological testing component. Here the California Psychological Inventory is utilized with the range for "successful" volunteers identified as from the mean to one standard deviation above the mean on all of the scales contained in the instrument.

As was noted above, the psychological testing is but one of several information sources utilized for screening. The policy relevant question concerns the procedures by which the information from all the sources is recorded.

coded, processed and collated into some type of composite index and then applied in a uniform manner to the screening of applicants. While, based on a site visit by one of the investigators in the present study, we may be confident that the volunteer program staff has developed a set of effective "working" procedures for screening applicants, these procedures are, for the most part, internal to the program (i.e., are not fully articulated in a written form.) Thus, while the screening procedures described above are more objective than the overwhelming majority contained in the reports examined, much of the procedure has not been explicated through written guidelines specifying the rules and/or criteria for the application of the procedure. This is not meant as a fault of the program discussed, but rather to underscore the need for more explicit operational guidelines for effective screening in all volunteer programs.

Along these lines, a promising recent research focus has been the attempt in several reports (#53D, #157, #178, #74) to develop criteria, or indicators, for predicting successful volunteers. Up to now, the results of this research are mainly "suggestive". For example, one report (#178) found that a number of variables (e.g., age, social class, length of employment, religion, counseling experience, etc.) were not effective in predicting differences in

volunteer success. However, another study found that a matching of volunteers and probationers of the same sex was more likely to result in a successful outcome, although on a range of other variables (e.g., age of volunteer, difference in education, marital status, geographical distance, common interests in activities, conflicts, etc.) no predictive relationships were observed.

Thus far, this research is characterized by varying definitions of volunteer success and the inclusion of different types of predictive variables such that there is a marked absence of comparability across studies relative to a consensually agreed upon set of objective measures for predicting volunteer success. While the results of this research are inconclusive at this point, this type of research is to be strongly encouraged in the future. Hopefully, the output will be a set of objective and uniformly applied criteria for screening volunteer applicants so as to maximize the quality control aspect of volunteer screening via the ability to predict volunteer success in a job-specific sense. Until further research of this type is undertaken, discussions of the "effectiveness" of volunteer program screening will remain largely on the subjective and prescriptive level of discourse. This is not meant to imply a complete negation of the

value of subjective judgments in the area of screening but rather to urge the inclusion of objective measurement procedures in an area which up to now has relied almost exclusively on subjective impressions.

References

1. Ivan H. Scheier and Leroy P. Goter, Using Volunteers in Court Settings, Ibid., pp. 46-71
2. Volunteer turn-over is a major problem with most volunteer programs. Current data suggests an average yearly turnover (i.e., drop-out) rate of about 50% with the critical drop-out period being about 0-4 or 0-6 months after acceptance for participation in the program. Ivan H. Scheier and Judith Lake Berry. Guidelines and Standards for the Use of Volunteers in Correctional Programs. op. cit. pp. 29-31.
3. Ivan H. Scheier and Leroy P. Goter. Using Volunteers in Court Settings. op. cit.. pp. 62-71
4. Ivan H. Scheier and Judith Lake Berry. Guidelines and Standards for the Use of Volunteers in Correctional Programs. op. cit. p. 74
5. Exemplary Project Validation Report. Project candidate: Volunteer Probation Counselor Program. Lincoln, Nebraska. (Cambridge, Massachusetts: Abt Associates, Inc., 1974) p. 7.

Orientation and Training

An important assumption underlying the emphasis on volunteer training is that, while volunteers may possess skills and attributes congruent with program service needs, effective participation in a volunteer program entails a certain amount of preparation. Therefore, a generally agreed upon goal for volunteer training is the preparation of the volunteer for participation in the program so as to maximize the effective utilization of his or her skills and personal attributes in the most efficient and program-effective manner possible. On this point, we found no disagreement within the literature.

In general, two main points can be made regarding the effectiveness of volunteer training. First, despite the above consensus on the need for effective volunteer training, there is no single model of volunteer training which is consistently applied across a wide range of programs. The extent and type of training offered within any particular court jurisdiction seems largely to be a function of the skills, resources, and imaginative/creative talents represented in the volunteer staff. In other words, the extent and type of training are largely program-specific, and may even vary within programs as a function of personnel change. The latter observation is based on

our site visit to several programs.

This is not to imply that there are no general guidelines regarding curriculum topics for inclusion in a training program. Most training programs include discussions of: 1) the role of the volunteer; 2) characteristics of the judicial system within a given jurisdiction; 3) characteristics of the program client population; 4) discussions of counseling skills and/or other program-specific skills; and, 5) available court and/or community resources which may be drawn upon for implementing the program. In conducting the training sessions dealing with these topics, all of the studies mentioned the use of multiple curriculum materials and methods. Some combination of methods, such as lecture/discussion, small group discussions, role playing, films and recordings, and hand-out materials (e.g., program manuals, case histories, scenarios of crisis situations, etc.) were generally found in the reports. Despite the use of several different training methods, there was a marked absence of any systematic model which spelled out the specific format in which the various methods were combined into a training package with explicit guidelines for implementing the package within a training program. In other words, there was no explication of which training methods would be employed in addressing

which curriculum topics, and how these training methods would be applied. This underscores the point made above regarding the impression that most training programs are "personnel-specific" in the sense that the particular form and content of a training program is not independent of the program personnel conducting the program. The extent of the "personalization" of the training procedures in a program-specific sense greatly hinders making comparisons about the relative effectiveness of different training procedures as applied at different program locations.

This observation underscores a second general point that could be made about the training aspect of volunteer programs, which is that there is a dearth of systematic and empirical evidence on the effectiveness of alternative training procedures. This point is made both in relation to the empirical demonstration of relative effectiveness of different training procedures, and/or the effectiveness of single training procedures. Effectiveness is defined here in terms of a demonstrated causal linkage between the application of a specific training package and the attainment of program goals and objectives. That is, one might argue that a given volunteer program would have been as effective regardless of the training offered the volunteer applicants, the explanation lying in the type of people screened into the program. We found no evidence which systematically

demonstrated the necessary linkage between training and program effectiveness such that one could confidently argue that a program would not have been as effective without the training component. This observation is not meant to imply that volunteer training is not important but rather to point out the fact that the necessary research evidence to document its importance has not yet been produced, or, at least, was not present in the studies we evaluated.

The closest we came to obtaining such evidence was in the form of several studies which reported volunteer reactions to the type of training they had received. The most systematic among these was Study #13, which provided a detailed discussion of the training components and a follow-up survey which elicited the reactions of the volunteers to the training experience. The necessary linkage, however, between volunteer training and effective program participation in the sense of maximizing the achievement of program goals and objectives was not established.

In sum, we found that the research on volunteer training was of marginal policy utility in terms of providing systematic evidence of training effectiveness and explicit guidelines for the application of training procedures within diverse program locations. We would, therefore, recommend further evaluative research on volunteer training.

This research would, hopefully, have as its goal the systematic testing of alternative training methods and procedures within a variety of court settings. Further research should also provide a fuller explication of these training methods and the format in which they are most efficiently and effectively applied. The goal of this recommendation would be the development of a typology of program-specific, rather than personnel-specific, training methods directed at answering the question as to which training methods/procedures are most effective within what types of program environments.

Matching

As will be shortly pointed out in our discussion of client impact, the one-to-one volunteer/program client relationship constitutes the core program activity of practically all volunteer programs. Given this fact, a critical consideration in any volunteer program is the development of objective and valid matching criteria for the assignment of volunteers to program clients. As such, the matching component has as its main objective the pairing of a volunteer counselor with a program client in a one-to-one relationship which is both mutually satisfying to the volunteer and the client and which results in outcomes which are consistent with the stated goals and/or objectives of the volunteer program.

In most cases, this objective is met when the program client gives evidence of a behavioral change which reduces the chances that he or she will come in further contact with the criminal justice system. In a limited number of instances, the definition of a "successful" match is cast within a shorter time perspective and is defined in terms of a third party's (e.g., Probation Staff, Volunteer Coordinator, etc.) subjective evaluation that a beneficial relationship has been established, or that certain desirable personality changes have occurred. In either case, the two-fold research question may be stated as follows: first,

what are the alternative matching criteria and the specific rules/procedures for their application; and, secondly, to what extent do these criteria facilitate the prediction of a successful one-to-one match, based on an objectively determined measure of success?

Using these two interrelated questions as our guidelines, we evaluated the research cited in the Issue Matrix which dealt with the effectiveness of alternative matching procedures. Our conclusion is that the research as to which matching criteria are more likely to produce successful outcomes from the one-to-one relationship is inconclusive.

Several factors endemic to this body of research prompted this conclusion. First, we found no agreed upon operational definition of a "successful" match in the volunteer literature. In all but a couple of cases, the measure of success was based on the subjective evaluations of people in supervisory positions that a successful relationship had been established between the volunteer and the program client. In no instance was the concept of a successful relationship explicitly spelled out in terms of objective measurement criteria and procedures. While we do not mean to denigrate the potential value of such impressions, or call into question the professional competence of those people making the judgments.

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1 OF 2

the nature of the data precludes our evaluating them within accepted standards of measurement principles and procedures. Even in cases where "harder" data were used as success criteria, there was a lack of consensus as to which particular criteria should be employed. For example, while one study used the recidivism rate as a criterion, another study used a 50% reduction in criminal activity as a measure of success. We did not find a distinct group of studies using a commonly defined and objectively determined set of matching criteria from which we could draw conclusions as to matching effectiveness. Other problems such as inadequate sampling designs, the dubious reliability of measures, and the inappropriate use of statistical procedures, further vitiated the utility of this research for producing definitive findings. The most serious shortcoming, however, was the lack of an objective standard for evaluating matching success and the absence of explicit guidelines for the application of matching criteria. The literature is, however, suggestive in terms of several research foci which warrant systematic evaluation.

The research to date has focused on the matching question in terms of two main categories of variables. The first concerns the relationship between demographic variables and the success or lack of success in a one-to-

one match. The second concerns the relationship between behavioral and/or personality characteristics and the success of a one-to-one match. In terms of demographic variables, the research trend while suggestive at some points, is still very unclear. In terms of age differences three studies (#13, #48, #134) report that age differences do make a difference in terms of the success of a match, whereas two studies (#70 and #74) discount the importance of age as a predictor of a successful match. In the case of sex differences, the one study directly assessing this variable (#7) concluded that same-sex matches are to be encouraged as they give a greater chance of success. Conversely, in the case of educational differences, three studies (#7, #13, and #74) found that educational differences between the volunteer counselor and the program client were insignificant as predictors of a successful relationship. A similar type of mixed pattern of results occurs when one considers variables such as income, race or ethnicity, social class, lifestyle (liberal vs. conservative) or marital status. Only in the case of religious differences do we find anything approaching a pattern, where two studies (#13, #74) report that religious differences were not significant factors in the success of the one-to-one relationship. While not, strictly speaking, a demographic variable, it was interesting to find that "previous

counseling experience," on the part of the volunteer counselor, was not significantly related to the success of the one-to-one relationship (#13). In summary, if one looks at demographic variables as potential criteria for matching, the prior research on this subject will not provide much in the way of a definitive guide for a selection of criteria; the results are simply too mixed to be other than suggestive.

When one turns to the application of behavioral and/or personality characteristics as matching criteria, some promising initial efforts may be found in the volunteer research. Several studies (#48, #53C, #74, #99) have utilized standardized instruments as input to the matching procedure.

Study #48, which provides a good overview of research on matching, combined the Fundamental Interpersonal Orientation-Behavior Test (FIRO-B) and a relationship questionnaire to assess the question of matching criteria. The FIRO-B instrument was designed to measure the extent and type of compatibility involved in interpersonal interaction; in this instance between a volunteer counselor and a probationer. The relationship questionnaire was designed to elicit from the volunteer and the probationer their feelings of satisfaction (or dissatisfaction) regarding the one-to-one relationship. As such, it

represented the measure of "success" for the match. This constituted a major drawback from our perspective in that the success criteria did not include a measure of post-match probationer behavior, especially in regard to the actual or potential commission of additional offenses. This particular study was also limited to all-white matches and only contained 25 matched pairs. Also, there was a relatively high attrition rate (i.e., 50% non-return) in the surveys returned. Results were suggestive, however, in that the authors reported that the FIRO-B instrument was related to differentials in expressed satisfaction, when controls for age differences and marital status were employed.

Also, using the FIRO-B instrument, along with a host of other variables (both as predictors of matching success and as criteria of a successful match) was Study #74. A much more diverse research population was contained in this study as 162 matched pairs were included from seven different programs operating in the Denver, Colorado area. There was some ambiguity in the execution of the research, particularly in regard to the coding and scoring of the measures of a successful match. In addition, the statistical procedures contained in the test were highly questionable in light of the fact that the requisite probability samples for the application of significance

testing were not contained in the research population. Despite these methodological problems, we evaluated the results as suggestive in that several variables served to discriminate between successful and unsuccessful matches (e.g., color preference, volunteer-client of same sex). The report also identified a number of variables (e.g., age differences, education differences, difference in marital status, volunteer and client extroversion, religious differences, etc.) which were not found to be good predictors of a successful match. Given the multiplicity of predictor variables and success criteria, the reader is urged to consult the original research report for a full explication of the report and its findings. The results warrant further research which will, hopefully, provide a theoretical basis for better understanding the differentiating ability of some of the variables in the analysis.

We found the most promising general approach towards the matching question was suggested by two studies (#48 and #53C) which reported on attempts to develop typologies of both the volunteer and the client as an aid to matching. In one of the studies (#53C) matching was accomplished through first classifying each client according to the type of relationship (i.e., model for identification, supervisory, friend-companion, primarily counseling) he

or she needs and would most benefit from. The volunteer, on the other hand, had been screened in terms of personal characteristics, skills and personality traits (using the California Psychological Inventory). The matching process then consisted of pairing the volunteer and the client in terms of the type of relationship which best facilitated the effectiveness of the volunteer in meeting the needs of the program client. Effectiveness is here defined in terms of meeting client needs in a manner consistent with program objectives: such as job acquisition, personal adjustment, or re-entry into the community. Also, a list of variables (age, sex, occupation, socio-economic status, interests-hobbies, counseling skills) were presented with an indication of whether or not similarity between the volunteer and the client was "required", "preferred", or "non-essential". While the evidence on the effectiveness of this particular matching strategy is still preliminary, the fact that this program was one of the more demonstrably effective as discussed under the Client Impact section of this report, suggests a potential matching procedure which warrants further application and evaluation.

A similar approach is contained in Study #99. The approach here was first, the classification of juvenile offenders according to four defined behavior categories

(BC-1 = inadequate or immature, BC-2 = neurotic-conflict, BC-3 = unsocialized-aggressive or psychopathic, BC-4 = socialized or psychological delinquency). A second step was to determine the opinions of the volunteer toward youth and/or various correctional procedures. This determination was made through the administration of a "Correctional Preference Survey" keyed to the four types of previously mentioned behavioral categories. A third step (not employed in the study) would have been to match volunteers and clients so as to obtain the closest fit between the volunteer's response pattern on the Correctional Preference Survey and the behavioral category into which the client had been classified. While the findings of this particular study were inconclusive due to serious methodological problems (e.g., failure to objectively define matching "success"), the general approach has some potential for further evaluative research (i.e., the emphasis on matching people on the basis of an objectively determined set of behavioral and/or personality characteristics.) The primary research question being that of which types of volunteers (i.e., what types of volunteer characteristics) most successfully match with what types of client (defined either in terms of behavioral types or relationship types) with success objectively defined in terms of program goals and objectives. Until this

research is undertaken. discussions of matching. as
screening. will remain largely couched in subjective
impressions.

Client Impact

The client impact issue category constituted, by far, the largest single research concentration of those reports screened as candidates for a full evaluation. Over 55% of all reports screened "in" dealt with the issue of client impact. These reports evidenced great diversity in terms of the claims of client impact, the way in which client impact was defined and measured, and the format for the report. The cause of this diversity lies in the fact that the reports were written for a variety of audiences, and were written by people from varying interests and professional backgrounds: staff memos, in-house research reports, reports written by outside consultant firms, masters theses written by both single individuals and groups of students, Ph.D. dissertations, and articles in professional journals. As might be expected, the diversity of the reports also extended to the technical (i.e., methodological) quality of the reports and, therefore, the nature and extent of evidential support for claims of program effectiveness.

In Figure 2 below, we have provided a summary evaluation for each report screened for a full evaluation. For each report we have indicated whether or not specific evaluative criteria were met and, under the policy utility column, those reports whose findings regarding

EVALUATION MATRIX - CLIENT IMPACT

FIGURE 2

STUDY	TARGET POPULATION	PROGRAM STRUCTURE SPECIFICITY			MEASUREMENT PROCEDURES				DESIGN VALIDITY		DATA ANALYSIS CONSIDERATIONS					POLICY UTILITY
		1	2	3	1	2	3	4	INTERNAL	EXTERNAL	1	2	3	4	5	
7	2b.MF	*	*	*	*					+			*			S. ⁰ ₊
12	2d.MF	*	?	*	*								*			
13	2d.MF	*	*	*	*	*				+			*	*		S. ₊
23	2a.MF	*	*	*									*	*		
31	2a.M	*	?		*								*			
32	2a.MF	*	*	*	*								*	*		
34	2a.M	*	?	*	*	+				+			*	*		S. ₀
40	2a.MF	*	*	*	*	?				*			*	*		0
42	2b.M	*	*	*	*	*							*		*	*
44	3.M			*									*			
45	2b.MF			*	?	*							*			

EVALUATION MATRIX-CLIENT IMPACT

Figure 2 (Cont'd.)

STUDY	TARGET POPULATION	PROGRAM STRUCTURE SPECIFICITY			MEASUREMENT PROCEDURES				DESIGN VALIDITY		DATA ANALYSIS CONSIDERATIONS					POLICY UTILITY
		1	2	3	1	2	3	4	INTERNAL	EXTERNAL	1	2	3	4	5	
47	2a			*	*							*				
49	1.F	*	*	*	*	*	?	*	+	-		*			S.+	
53C	2a.M	*	*	*	*	*	*	?	*		?	*	*		+	
57	2a.MF	*	?	*	*							*				
73	2c.MF	*	*	*	*		?					*	*			
84B	1.M	*	*		*	*						*	*			
109	2c.M	+	+	*	*	*	*		+	-		?	*		*	S.O
113	2a.F	*	+									*				
122	2a.M	*														
141	?	*	*	*	*							*				
152	2a.MF	?	*		+				+	-		+	*		+	

EVALUATION MATRIX - CLIENT IMPACT

Figure 2 (Cont'd.)

STUDY	TARGET POPULATION	PROGRAM STRUCTURE SPECIFICITY			MEASUREMENT PROCEDURES				DESIGN VALIDITY		DATA ANALYSIS CONSIDERATIONS					POLICY UTILITY
		1	2	3	1	2	3	4	INTERNAL	EXTERNAL	1	2	3	4	5	
166	4.M			*	*							*				
167	4.M			*	*							*		*		
174	1.MF	*	*	*	*	*						*				
177	1.MF	*		*	*							*	*			
179	2c.MF	*	*	*	*							*	*			
204	2a.MF											*				
205	2a.?	*	*	*	*		?					*				
206	2a.MF	*	?	?	*							*				
178	2d.MF	*	*	*	*			*		+		*	*		*	
212a	3.M	*	*	*	*	*	*	*		*		*	*		*	
212b	3.MF	?	*	*	*							*				

EVALUATION MATRIX - CLIENT IMPACT

Figure 2 (Cont'd.)

STUDY	TARGET POPULATION	PROGRAM STRUCTURE SPECIFICITY			MEASUREMENT PROCEDURES				DESIGN VALIDITY		DATA ANALYSIS CONSIDERATIONS					POLICY UTILITY
		1	2	3	1	2	3	4	INTERNAL	EXTERNAL	1	2	3	4	5	
231	2a.M	*	*	*	+	+	*	?	+			*		*	*	S. ₋ ⁺
240	2c.MF	*	*	*	*							*	*			

LEGENDColumns:

Study: Study number as referenced in the evaluative bibliography.

Target Population:

1. Troubled Youth - Diversion programs where referrals are from non-criminal justice agencies (e.g., schools, parents, social agencies).
2. Probation
 - a. Youthful - age range is approximately seventeen years old and younger.
 - b. Young adult - age range approximately seventeen to twenty-five years old.
 - c. Adult - these studies had a target population specified as either average age equals 29 years (#73), male adult (#109), adult (#179).
 - d. Mixed - these studies had a target population specified as 16-55 years of age (#12), 15 years and older (#13), 16-30+ years old (#178).
3. Adult Parole - average ages in this group were 28 years of age (#212) and 24 years of age (#44).
4. Incarcerated Offenders - ages in this group were 17.8 years (#167), 16-21 and 18-25 (#131).

M = Male

F = Female

MF = Male and Female

? = Indeterminate from study

Program Structure Specificity:

- 1 = Statement of program goals and/or objectives
- 2 = Specification of program activities
- 3 = Specification of effectiveness criteria for measuring program achievement

Measurement Procedures

- 1 = Objectivity of measurement procedures
- 2 = Standardization of measures
- 3 = Reliability of measures
- 4 = Validity of measures

Design Validity: Each study's research design was evaluated as to how well it controlled for the internal and external validity threats discussed earlier under the "design considerations" section of the evaluation plan. In the evaluation matrix we have indicated our over-all evaluation of each research report relative to the internal and external validity of the research design contained in the report.

Data Analysis Considerations

- 1 = The appropriateness of the data analysis contained in a report
- 2 = Assessment of short-term effectiveness
- 3 = Assessment of long-term effectiveness
- 4 = Assessment of spill-over effects of program action
- 5 = Assessment of the main vs. interactive effects of program action

Policy Utility

- + = Claimed results accepted as valid; volunteer program evaluation reports significant positive effectiveness relative to comparison groups.
- 0 = Claimed results accepted as valid; volunteer program reports a non-significant difference in effectiveness between volunteer program and comparison groups.
- S,+ = Claimed results are accepted as "suggestive" (i.e., not fully validated), volunteer program evaluation reports a significant positive effectiveness of volunteer program relative to comparison groups.
- S,0 = Claimed results are accepted as "suggestive", volunteer program evaluation reports a non-significant difference in effectiveness between volunteer program and comparison groups.
- S,⁰₊ = "Suggestive" results, mixed findings claimed with balance of results reported as non-significant differences in effectiveness between volunteer program and comparison groups; some positive results are reported.
- S,⁺₋ = "Suggestive" results, mixed findings claimed with balance of results reported as significant positive differences in effectiveness between volunteer program and comparison groups; some negative results reported (e.g., increase in drug usage by volunteer-assigned probationers).
- Blank = Study lacks policy utility due to weaknesses of evaluation methodology employed in study.

ROW Symbols: (Applies to program structure specificity, measurement procedures, design validity, and data analysis considerations columns)

* = Report provides evidence that methodological criterion (or criteria) was fulfilled.

+ = Methodological criterion (or criteria) was partially fulfilled, evidence of methodological insufficiency in report.

? = Indeterminant as to whether or not a criterion (or criteria) was fulfilled; report suggests criterion fulfillment but does not provide direct evidence.

Blank = No suggestion, or direct evidence, that a criterion (or criteria) was fulfilled.

client impact are supported by sufficient evidence to warrant consideration for future program planning needs. A blank in the policy utility column indicates our judgment that the study lacked policy utility from the standpoint of our evaluative criteria.

The purpose of the evaluation matrix is to serve as a guide for the reader to this category of research. The reader is directed to those reports having the strongest evidential basis, and, therefore, greatest potential policy utility. By reading across the matrix, the reader can easily determine what programs are demonstrably effective, or ineffective, relative to particular target populations.

As an example, one could read across the rows pertaining to #53C and see that the report specified the requisite components of the program structure, provided evidence that the measures used were objective, standardized, reliable (no direct evidence on validity), had sufficient controls for threats to internal validity, at least considered the external validity question, used appropriate data analysis techniques, evaluated the short-term effects of program action, and claimed volunteer effectiveness in a clearly supportable manner. Reading across the rows for the other studies one can note their strengths and limitations vis-a-vis our evaluative criteria

and note our assessment of the study's policy utility. Thus, by using the matrix in this way, the reader can key his attention to those reports having the greatest potential policy utility and, if so desired, examine these reports in greater detail. A full explication of each report is beyond the scope of the present study and, therefore, an over-all summary evaluation of the research is being presented.

The target population designation was included in the recognition that most volunteer programs are set up to provide services to a particular target population. We did not evaluate a single report that claimed to be successful (i.e., significant client impact) for all target populations. Thus, we constructed the evaluation matrix to focus on program effectiveness vis-a-vis specific target populations. In terms of future research needs, it is evident from the results presented in the evaluation matrix that the bulk of research has centered on the probation area, with a heavy emphasis on juvenile probation. While, no doubt, this emphasis reflects the early development of volunteer programs in courts and corrections, there is a dearth of evaluative research on the effectiveness of volunteer programs with other types of client groups (e.g., incarcerated offenders, parolees, diversion programs, etc.). Until there are rigorous

evaluations of programs providing service to these client groups. any over-all appraisal of volunteer program effectiveness will be limited in its conclusions to programs operative within the juvenile probation area.

We also intended to key the discussion to the relative effectiveness of alternative program activities (e.g., one-to-one counseling vs. group counseling vs. vocational training vs. family counseling, etc.). A content analysis of those reports evaluated as having policy utility revealed the one-to-one relationship (e.g., volunteer-probation counselor) as the core component of each program with only peripheral mention made of other program activities. This was perhaps the weakest aspect of most reports: relatively little attention in each report was devoted to a full explication of the program activities being implemented as components of the program's service delivery. The overwhelming modal tendency was to use short-hand expressions, such as one-to-one counseling, and discuss the rationale for an activity, rather than explicate its operational components and, hence, identify the most important characteristics of service delivery. With few exceptions, we were forced to be quite liberal in applying the criteria of program activity specification. The reader

interested in further details regarding the various program activities of a particular study is advised to either obtain a copy of the report or contact the volunteer administrator at the program location.*

A closer examination of the matrix in Figure 2 suggests several over-all conclusions regarding research in this area. First, there is no clear-cut evidence that volunteer programs in courts and corrections are more successful than other program alternatives in achieving common objectives. The body of technically sound evaluative research on this question is, simply put, too thin. Moreover, within the body of technically sound research, the reported findings do not fit a clear pattern. This can be seen in the results displayed in Figure 3, which classified each report cited in the policy utility column of Figure 2 by target population and demonstrated results.

As the first two columns indicate, there is almost a perfect split in terms of demonstrated effectiveness, three reports demonstrating a significant difference (+) between volunteer program performance and the comparison group performance, and two reports where there were no significant differences. In the rest of the columns, where the results reported were evaluated as "suggestive",

* A source for this information would be the National Information Center on Volunteerism, Boulder, Colorado.

Figure 3

Program Results by Target Population

Target Population	<u>Results</u>						
	+	0	S,+	S,0	S ₋ ⁺	S ₊ ⁰	
Troubled Youth:			1				1
Probation: 17 and Younger	2	1		1			4
Probation: 17-25:						1	1
Probation: Adult:				1	1		2
Adult Parole:	1		1				2
Incarcerated:		1					1
							0
	3	2	2	2	1	1	11

Legend

- + = Claimed results accepted as valid; volunteer program evaluation reports significant positive effectiveness relative to comparison groups.
- 0 = Claimed results accepted as valid; volunteer program reports a non-significant difference in effectiveness between volunteer program and comparison groups.
- S,+ = Claimed results are accepted as "suggestive" (i.e., not fully validated), volunteer program evaluation reports a significant positive effectiveness of volunteer program relative to comparison groups.
- S,0 = Claimed results are accepted as "suggestive", volunteer program evaluation reports a non-significant difference in effectiveness between volunteer program and comparison groups.
- S₊⁰ = "Suggestive" results, mixed findings claimed with balance of results reported as non-significant differences in effectiveness between volunteer program and comparison groups. some positive results are reported.

S. ⁺ = "Suggestive" results. mixed findings claimed with balance of results reported as significant positive differences in effectiveness between volunteer program and comparison groups; some negative results reported (e.g., increase in drug usage by volunteer assigned probationers)

Blank = Study lacks policy utility due to weaknesses of evaluation methodology employed in study.

a similar mixed pattern is evident. It should also be noted the mixed pattern of results is spread over the various target populations, with no apparent concentration of demonstrated effectiveness evidenced for any particular target population. Although the modal frequency in the + column is the seventeen and younger probation category, the small cell frequencies preclude any firm conclusion regarding a preponderant effectiveness trend for this target population.

Given these results, and the small number of technically sound research reports, it would be premature to speak of a "research trend" towards demonstrating that volunteer programs were more successful than other program alternatives. On the other hand, we obtained only one report which demonstrated (or even claimed to demonstrate) that a volunteer program was less successful when compared to an alternative program.*

As we were preparing the final report for this project, we received the preliminary findings from an evaluation of a volunteer program working with the delinquent wards (12-17 years old) of a Michigan metropolitan county court.**

* One report (#231) did find that the volunteer group did not do as well on one of several indicators of program effectiveness. The indicator was drug dependency related.

** The authors of the present report have agreed not to reveal the specific identity of the volunteer program discussed until the release of the final evaluation report. For information on the evaluation, contact Dr. Martin Gold, Research Center for Group Dynamics, Institute for Social Research, University of Michigan, Ann Arbor, Michigan 48106.

We mention these findings, although preliminary, as the research design was a randomized experimental design, with multiple indicators of program effectiveness. The findings suggest that on two of the volunteer program components (i.e., assignment of a volunteer probation officer and group counseling) there were statistically insignificant differences between the volunteer groups and the comparison (i.e., control) groups, although the trend for the volunteer groups was towards a higher delinquency level than the comparison groups. Relative to a third program component (i.e., tutor program) there was a statistically significant (significance of regression: $p = .0004$) difference between the volunteer group and the control group. The data for these findings were based on observations taken during intake, after four months, and after six months. A final observation was taken after twelve months in the program but was not reported in the preliminary findings. We again would caution the reader that these findings are preliminary. A fuller assessment of the policy utility of the findings must await the full report which will detail the research design for the evaluation, present a much more refined analysis of the data (e.g., numerous variables were included in the evaluation to measure the "process" of interaction between the volunteers and offenders), and present findings from the data

gathered after twelve months. We have mentioned the preliminary findings here as they so strongly ran counter to the "trend" of research findings we had found up to preparing the final report for this project. Namely, that volunteer programs had performed as well, or better when compared to alternative programs.

Even apart from the above findings, the conclusion that volunteer programs do as well, or better, than alternative programs, is tempered by several factors. First, those cases of demonstrated success (#53C, #152, #178) were not "pure" volunteer group-no volunteer group comparisons. Those people in the "volunteer group" received a package of services (some of which the comparison group also received), one of the services being the assignment of a volunteer counselor. For example, in one program, people assigned to the volunteer group (i.e., assigned a volunteer probation counselor) also had regular contact with a paid probation officer, attended driving school, were treated for drug dependency, received family counseling services, etc. Those assigned to the non-volunteer group received a similar package of services but were not assigned a volunteer probation counselor. Therefore, the more appropriate evaluative question concerns the marginal gain realized due to the assignment of the volunteer probation counselor. This

type of question was unanswerable given the nature of the evidence presented in the reports. The same caveat can be entered relative to the non-volunteer groups since it was indeterminate as to the exact nature and amount of the services that the comparison groups received, hence the standard of comparison was often ambiguous. Ambiguous in the sense that it was often unclear from a report as to exactly what (i.e., alternative program services) the volunteer group was being compared. Future research, will hopefully attempt to clearly specify the package of services (i.e., program activities) that various groups (i.e., both volunteer and non-volunteer groups) receive in order to assess more directly the marginal gain question.

A second factor, which hindered a direct comparison between the results of different studies, was the lack of uniformity across research reports relative to the criteria for measuring program effectiveness. In our review of the literature on client impact, we did not find a single pair of research reports which used the same set of performance criteria as measures of program effectiveness. The only overlap on performance measures between studies was generally in the area of measuring criminal or delinquent behavior, where a general measure of "recidivism" was the modal effectiveness criterion

employed. Even in this instance, however, there was some diversity, with measures of arrest rates, number of offenses committed, seriousness of offenses, etc., employed to assess program performance. In addition to including at least one of these types of measures, most studies also used several other measures ranging from school attendance, family adjustment, employment history, to nationally standardized personality inventories and attitudinal profiles. While the use of multiple indicators of program effectiveness is to be encouraged, there is a serious need for the development and use of a "national" set of effectiveness criteria, in addition to the criteria that program personnel might want to use in their individual locales. The national effectiveness criteria would provide a set of standardized performance norms both for evaluating programs and, over time, developing a cumulative inventory of program results. The objective of the inventory would be a technically sound body of knowledge identifying which programs are most effective under different conditions, as measured by a common set of performance criteria.

A related point concerns the over-all technical quality of the research on client impact. While there is a recent infusion of systematic program evaluation methodology into the research on volunteer program

effectiveness, especially in regards to an increase in masters theses and Ph.D. dissertations, there is still a great need for methodological development in the area, especially in the case of in-house evaluations. Up to now, for example, there has been an over-reliance on "testimonials" and non-random surveys of program personnel and, in a few cases, program clients. While this type of "data" may be useful, it should serve to cross-validate, and not supplant, hard data on the impact of program activities on the behavior of program clients, especially those behaviors which resulted in the initial, or subsequent, involvement of the client with the criminal justice system. Measures such as the frequency, type, and seriousness of offenses; the length of time between offenses; measures of job and/or school performance; standardized attitudinal or personality measures, etc., should be included in any set of effectiveness criteria. The point being that the evaluation of program effectiveness should focus directly on those behaviors, or behavioral dispositions, that the program was designed to deal with rather than rely on second-party impressions of program achievement. In the final analysis, a person is not a "successful" graduate of a probation program if after leaving supervision he repeats his previous pattern of criminal activity.

unless, of course, the program is designed to produce repeat offenders.

Along this line, several additional points can be made in the form of recommendations for future evaluations of volunteer programs. First, there is a need for greater attention in future evaluations to a thorough specification of the program's goals and objectives and, as was stated previously, the program activities designed to achieve them. Objectives should be stated in a measurable form specifying who is to be affected by the program, what is to be affected, when they are to be affected and, finally, how long the effect will last. For example, a program designed to reduce the incidence of criminal behavior (e.g., recidivism) should specify the target population for the program (who), the type and amount of criminal behavior to be reduced (what), when this reduction can reasonably be expected to occur (when) and, finally, whether the program is designed to produce short or long-term reduction in criminal behavior (how long).

The emphasis upon program activities specification underscores the importance of determining how the program was implemented in terms of its operational characteristics. Factors such as the characteristics of the administrative personnel, the temporal aspects of the program activity (e.g., timing and duration of treatment), implementation,

locational aspects of the program, estimates of program cost per activity, and the general, routinized program management procedures, etc., should be identified and measured. In other words, those characteristics of the program which are: 1) hypothesized as most important to the success of the program; 2) manipulatable; and, 3) subject to potential replication at other program locations. Only with this type of specific information concerning program implementation can it be determined why a program was, or was not, successful as well as the over-all evaluation of program effectiveness. This type of evaluative output is most important for future program planning.

Another recommendation pertains to the measurement procedures underlying the evaluation of a volunteer program, especially the necessity of providing direct evidence on the reliability and validity of measures. The general impression from reading this body of research is that measures are chosen more for their convenience or availability rather than the extent to which they produce consistent measurements and actually measure what the evaluator seeks to measure.

In terms of design validity, we found a paucity of direct evidence that most of the evaluative research on volunteer programs was sensitive to the various potential threats to the internal validity of a research design.

The most serious neglected threat was the "selection bias," especially in the case of using matched comparison groups. While we would argue that a true experimental design approach, with random assignment of people to volunteer-no volunteer comparison groups, is the strongest design alternative, the realities of research in this area point to a continued use of matching designs. When using matching designs, the groups to be compared should be selected so as to be as similar as possible on the dependent variable scores (i.e., effectiveness criteria) or at least show very high, and significant correlations between the matching variables and the measures of program effectiveness. This reiterates the need for highly reliable measures to avoid the possible threats from the combined selection bias and the regression artifact problem. We would also urge that the simple ex-post-facto with no control group comparisons be avoided in future research. Since evaluation is essentially a comparative enterprise, it is important that a comparison group be selected to provide an appropriate performance baseline.

Also, on the point of design validity, greater attention should be paid to the external validity question (i.e., generalizability of the research findings from one study to other potential program locations). In addition to the use of probability sampling methods to select representative

research populations for a study. the authors of a report should make every attempt to clearly specify any limitations to the generalizability of their results vis-a-vis other potential program locations. For example. if certain community characteristics (e.g.. judicial support for the program. citizen involvement. etc..) are especially important to the successful operation of a program at a particular locale. these factors should be identified. The point being. that these factors may limit the direct replication of the program. in a community not sharing these same characteristics.

On the question of analyzing results. a strong recommendation of this report is to apply a cost-effectiveness approach towards evaluating volunteer programs. It may be that simply looking at the over-all effectiveness of volunteer vs. no volunteer program alternatives is asking the wrong question. Rather the question should be which program alternatives are most effective at the same level of financial cost. Within this perspective. the volunteer program may be evaluated as a more cost-effective approach towards achieving common objectives. Whatever the particulars of the evaluation design employed. a common standard of performance (i.e.. program results in relation to program costs) would be the basis for a comparison. Up to now. the necessary data (i.e.. detailed specification of program

costs) has not been routinely gathered or, at least, was not evidenced in the research we evaluated. Hopefully, future evaluative research will employ the cost benefit/effectiveness approach towards assessing the relative effectiveness of various program alternatives. Despite the admitted pitfalls in this approach, such as accurately estimating costs or quantifying benefits, etc.. it offers a promising research alternative worthy of exploring its usefulness as an input to program decision-making.

A final consideration concerns the temporal aspects of research in this area. A serious omission in this body of research, and for that matter in the majority of evaluative research in general, is the evaluation of the long-term effectiveness of volunteer programs. All but a couple of the studies evaluated, focused on the immediate short-term effectiveness of volunteer programs. In most cases, the data was limited to the period of time in which the various comparison groups were either on probation, or some other type of supervised status. No attempts were made to evaluate the effectiveness of a program two or more years after the people left a supervised status. One possible way to remedy this would be to encourage follow-up evaluations of those programs initially evaluated in 1971 or 1972, so as to assess the long-term impact of the program upon program participants. A future-oriented

recommendation is to begin integrating program evaluation into the on-going operation of both current and beginning volunteer programs so that data on the effectiveness of these programs would be routinely gathered as part of the normal record-keeping procedures. Rather than treating program evaluation as a once-in-awhile, one-shot affair, it would become a routinized, integral component of each program's administrative decision-making process.

References

1. Two points should be noted concerning the effectiveness of volunteer programs relative to the client impact category. First, volunteer programming is but one of the many alternative treatment modes within the criminal justice system aimed at offender rehabilitation. As such, any conclusions regarding the effectiveness of volunteer programs in terms of client impact should be viewed in light of the over-all research perspective on the effectiveness of correctional rehabilitation. Secondly, the state of evaluative research on criminal justice programs can be characterized by a good deal of controversy and uncertainty regarding the effectiveness of programs in achieving their goals and objectives, especially as effectiveness relates to the rehabilitation of offenders. As yet, evaluative research has not uncovered either a program, type, or set of programs which have been shown to be consistently more effective than other program alternatives. Thus, conclusions regarding the impact of volunteer programs on clients is consistent with the body of research on the effectiveness of criminal justice programs in general. Any recommendations for future systematic evaluations of volunteer programs in particular, therefore, should be viewed within the general perspective of a need for evaluative research on criminal justice programs. For a discussion of the general area of evaluation research dealing with offender rehabilitation, see: Martin A. Levin, "Policy Evaluation and Recidivism," Law and Society Review 1971, pp. 17-46; Robert Martinson, "What Works in Questions and Answers About Prison Reform?" Public Interest, pp. 23-50; Stuart Adams, Evaluative Research in Corrections: A Practical Guide (Washington, D.C., National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, March 1974) especially Chapter 2. "The Status of Evaluation in Corrections".

III Summary

This summary will focus upon our major conclusions regarding effectiveness in each of the issue areas. Our purpose here is to provide a convenient, capsulized set of conclusions which review the major findings stated in the text of the report.

a. Recruitment. The body of research which we evaluated focused exclusively on the following three factors: 1) the methods of recruitment; 2) the number of people who were recruited by different methods, and 3) target populations where more effective recruitment efforts are needed. In regard to points 1 and 2, friends and then newspaper ads recruited the most effective volunteers. In regard to point 3, the research reports generally agree that there is a need for increased recruitment methods to attract male volunteers, minority group volunteers, volunteers from working class backgrounds, lower income volunteers and volunteers in rural areas. Our major recommendation in this issue area is that an evaluation of the effectiveness of alternative recruitment methods be given high research priority.

b. Screening. In this issue area we found that the quality control aspects of screening effectiveness are not unanimous. Some contend that anyone who applies to be a volunteer should be so allowed, while others argue for

possession of additional attributes regarding skill in serving clients in addition to simply having interest in serving as a volunteer. We argue, therefore, for an objective, reliable and valid screening procedure which maximizes the chances of screening in potentially effective volunteers and minimizes the effect of either over or under screening. Further, while we found that several sources of information are generally cited as comprising the basis upon which the screening process is performed, no study provided fully objective guidelines for providing sets of these criteria to the screening process. In fact, research in this issue area is characterized by varying definitions of volunteer success and the inclusion of different types of predictive variables such that there is little comparability across studies relative to an agreed upon set of objective measures for predicting volunteer success. Our major future research objective in this regard is for the development of a set of objective and uniformly applied criteria for screening volunteer applicants.

c. Orientation and Training. While there is a generally shared consensus on the need for effective volunteer training, we found no single model of volunteer training which was consistently applied across a wide range of programs. While several different training

methods were used, there was a marked absence of any systematic model which spelled out the specific format in which the methods were combined into a training package with explicit guidelines to implement the package with a training program. In addition, we found relatively little systematic and empirical evidence on the effectiveness of alternative training procedures. We found, for example, no evidence which systematically demonstrated the necessary linkage between training and program effectiveness such that one could confidently argue that a program would not be as effective without the training component. Our major research recommendation in this issue area is for systematic testing of alternative training methods and procedures within a variety of court settings and specification of the situations under which various training methods are most efficiently and effectively applied.

d. Matching. Within this issue area we concluded that research as to which matching criteria are more likely to produce successful outcomes from the one-to-one relationship is inconclusive. The major shortcoming of the research in this area was the lack of an objective standard for evaluating matching success and the absence of explicit guidelines for the application of matching criteria.

e. Client Impact. While the client impact issue category constituted the largest single research concentration of those reports screened as candidates for a full evaluation, we found no clear-cut evidence that volunteer programs in courts and corrections are more successful than other program alternatives in achieving common objectives. Limitations of research in this issue area were prominent. First, in reports claiming success, there were not pure volunteer-no volunteer group comparisons. Second, rarely were the full complement of activities realized by an offender specified. Third, we did not find a single pair of research reports which used the same set of performance criteria as measures of program effectiveness. Our major recommendation in this issue area was for the development and use of a national set of effectiveness criteria so that a set of standardized performance norms both for evaluating programs and inventorying program results could be established.

Agenda for Future Research

In the course of this project, we have identified several priority areas for future research efforts in the volunteer field. While it should be remembered that research in the volunteer field is a very recent development (over 75% of the reports collected for this project were written since 1970), it is not too early to consider future research needs. The list of potential research foci discussed below is presented in terms of priority areas for future evaluative efforts.

1. Evaluative Research on the Most Cost-Effective Methods for Recruiting Volunteers. This refers in particular to the recruitment of volunteers from specific geographic areas and population sub-groupings. For example, there is a need for research on the effectiveness of different recruitment methods in heavily urbanized areas in contrast with suburban or rural communities. There is a need to develop effective recruitment strategies for securing people from certain specific population sub-groupings such as males, minority groups, lower income groups, to mention just a few. There is also a need for research on the recruitment of individuals from various job specialities and persons having certain kinds of job skills. This type of research would, hopefully, provide evidence on the

relative cost-effectiveness of different types of recruitment methods such as word of mouth, mass media, church, etc., relative to different types of geographic areas and population sub-groupings.

2. Research on the Most Efficient and Program-Effective Volunteer Screening Mechanism. The need here is for the development of screening criteria which aid in the prediction of successful volunteer participation. Thus, research should focus upon screening instruments that: 1) can be objectively applied: 2) give evidence of producing reliable (i.e., consistent) results: 3) are geared to screening in a job-specific sense, and, 4) are of use in predicting volunteer success.

3. Research on the Efficacy of Alternative Matching Procedures. This research focus applies mainly to the procedure of matching volunteers to offenders in the one-to-one relationship. It could also refer to research on the development of matching criteria for assigning offenders to group counseling programs, job counseling programs, tutorial programs, etc. The research should focus on the development of objective criteria, the procedures for applying, scoring, and interpreting the criteria. Furthermore, the criteria should be developed to facilitate the best fit between volunteer skills and

offender needs.

4. Research on the Cost-Effectiveness of Alternative Volunteer Training Procedures. This priority refers to job-specific training procedures and relates to both the training procedures and the effectiveness of alternative training materials (films, brochures, lecture formats, role playing formats, etc.) The need here is for research to develop job specific training packages which can be readily implemented at different program locations serving different offender groups.

5. Research on the Most Cost-Effective Procedures for Volunteer Recognition and Reinforcement. This was one of the most neglected areas in terms of effectiveness analysis in the research we covered. Given the widespread problem of volunteer turn-over, the general area of volunteer recognition should be given high priority in future research. Under this category we would also include the topic of in-service training. We would recommend in particular in-service training methods which both serve to decrease the volunteer turn-over rate and are effective in further preparing the volunteer for participation in the program.

6. Research on the Effectiveness of Alternative Program Administrative Approaches. This general issue

area has been almost totally neglected in the research to date. In most cases it receives only a cursory mention in the form of a few descriptive statements. Further research is needed on such topics as the minimum levels of financial support needed to operate programs of varying complexity. Also, the best mix of supervisory personnel to volunteers. Further, the type of skills and/or expertise needed of supervisory personnel in varying program environments.

7. Research on Client Impact. While this area has received the bulk of research attention to date, further evaluative research is needed to provide evidence concerning the effectiveness of volunteer programs relative to different types of clientele groups. Most importantly, this research should focus on the specific behavioral changes which occur within the clientele group as a function of exposure to the volunteer program. The over-emphasis on subjective impressions should be replaced by hard data dealing with the impact of the program on client behavior (e.g., recidivism, job stability, family stability, community integration, etc.) Three areas are particularly in need of further research:

a. Research on the development of a uniform set of program effectiveness criteria. At the present time,

it is virtually impossible to compare directly various programs in terms of their effectiveness due to a lack of a common set of effectiveness criteria.

b. The cost-effectiveness of volunteer programs relative to other program alternatives. The need here is to begin gathering data on the cost of volunteer programs and other alternatives (e.g., regular probation) can be directly compared in terms of financial resources expended.

c. Research on the long-term effectiveness of volunteer programs in achieving outcome objectives. The research question here concerns the effectiveness of volunteer programs in their impact on client behavior one, two, or several years after a client has left the program. This places the effectiveness question within a longitudinal perspective and specifically asks the question concerning the program's ability to produce permanently beneficial behavioral changes.

The above list constitutes what we believe to be the major research priorities for future research studies. In general terms, we would advocate the adoption of an "experimental" attitude towards volunteer programs. That is, that each volunteer program be conceived as an experiment to develop an effective rehabilitative treatment. Where possible, randomized experiments should be mounted to measure program effectiveness and program innovations

instituted where warranted by the experimental results. Where randomized experiments are not feasible, an "evaluate and adopt" approach is advocated using the most systematic, comparative evaluation design available. That is, adopting the program in light of hard evidence on its effectiveness or lack of effectiveness. It is not enough simply to assume that volunteer programs are "good" simply because people donate their time and/or energies. The need is to identify volunteer programs that are demonstrably effective based on hard evaluative evidence.

Basic Considerations in Conducting a Program Evaluation

Below is presented a research model which outlines the basic steps one could follow in conducting an evaluation of a volunteer program. While the discussion is not meant to be exhaustive, the intent is to identify the major considerations and research components that would be relevant to a systematic evaluation. Discussion is presented in terms of a set of information requirements and research decisions.

1. Identification of the Primary Research Issues

To Be Investigated in the Program Evaluation. Since most programs will not have the resources to address all of the research issues endemic to volunteer programs, priorities will have to be set in terms of the research issues to be covered in the evaluation. Thus, the task of the evaluator is to identify those research issues (e.g., recruitment, screening, matching, client impact, etc.) which will receive major attention and for which empirical data will be collected. We would contend that in any evaluation the client impact category should be given top priority in order to address the ultimate question of the impact of the program on client behavior.

2. Statement of the Program-Relevant Problems

That a Program Activity is Designed to Solve. This step entails a specification of the extent of the "need" for

the program activity, and especially the history of this need prior to the beginning of the activity. For example, if a program activity is designed to reduce the level of recidivism, the evaluator should have data on the extent of recidivism over time prior to the onset of the program. Likewise, if a recruitment activity directed towards recruiting minority groups is to be evaluated, there should be some indication of the extent of minority involvement in the program prior to the onset of the recruitment innovation. In both examples, the search is for the appropriate baseline data from which program effectiveness (i.e., need ratio factor) may be estimated.

3. Specification of the Program Goals and/or Objectives. This step entails a statement of what the program is intended to achieve. It is imperative that these goals and objectives be stated in a form susceptible to empirical measurement (i.e., quantified). Only in this way can an objective determination be made regarding the extent to which the goals and objectives were achieved. Two types of objectives can be distinguished: Procedural Objectives and Outcome Objectives. Procedural Objectives refer to those objectives associated with the administrative, or managerial, aspects of program implementation. Thus, they are the objectives which may be established to assess the performance of those administrative functions associated

with the delivery of program service. For example, objectives associated with the recruitment of volunteers, the screening of volunteers, the matching of volunteers, etc. A synonym for this would be the concept of cost-efficiency. Outcome Objectives refer to those objectives associated with the desired changes in the behavior of the program clients (e.g., probationers) which the program was, in principle, set up to produce. In other words, those objectives directly related to the behavior of the program clients (e.g., reduction in criminal behavior, attitude change, educational improvement, job stability, etc.) The concept of "client impact" is relevant here, and the emphasis is upon the specific behaviors of the program clients the program activity is designed to affect.

4. Identification of the Target Population Which Is To Be Served by the Program. This step entails several considerations such as the size of the total target population, the number of people in the target population actually served by the program, the characteristics (age, sex, race, type of offense, etc.) of the program clients, the length of the time in the program, and the types of program services received. The necessity for this information is found in the need to know the extent of program coverage (program

participants divided by total target population), and the characteristics of the program clients which may affect the success of the program. In other words, an identification of the client subgroups for which program participation was most, or least beneficial. This recognizes the fact that not all clients may not be affected in the same way, and it is the differential response to the program that the evaluator will want to uncover to get a clear picture of the impact of the program upon client behavior. Finally, this type of information serves to identify the other potential target populations, or communities, to which the evaluation results may legitimately be generalized. That is, the reader of the evaluation report is provided with a basis for assessing the utility of the evaluation results for the type of target population (i.e., potential program clients) found at his or her program location. This underscores the need for the evaluator to identify other factors (e.g., community support, judicial involvement, etc.) which may limit the generalizability of evaluation results.

5. Specification of Program Activities Designed To Achieve Either Procedural or Outcome Objectives. This step involves the process of identifying, describing and measuring the specific sets of conditions or treatments (e.g., volunteer, regular probation, group counseling,

etc.) imposed on the client's participating in the program. An important aspect of this step is to identify the different types of program activities experienced by different program clients and also to specify the time periods in which various program activities were operational. This last point recognizes the developmental nature of most programs where different program activities may have been operative at different points in time. In identifying the operational aspects of the various program activities, several types of information would be relevant. Such factors as the source of program activity, the people responsible for delivering the program service (e.g., volunteers and volunteer program staff), program personnel characteristics, the location of program implementation, and the administrative or organizational characteristics of the program delivery system. Also important are the temporal aspects of activity implementation, such as the timing and duration of each activity per participant, the frequency of activity exposure, the time and source of entry into the program, and the sequence of treatment exposure while in the program. Finally, this category would include the transfer of any physical material involved in the program activity such as curriculum material, medical treatments, financial aid, etc.

6. Cost Analysis. This step entails a specification of the cost estimates associated with each program activity implemented within the over-all program operation. In general terms the evaluator is interested in obtaining information as a basis for a cost effectiveness analysis in comparison with other program alternatives. Under this heading, the evaluator is interested in estimates of both fixed costs and recurring costs. Fixed costs refer to such things as land, physical plant and other facilities, construction equipment and vehicles, initial training cost, research and project planning, etc. Recurring costs refer to such factors as salaries and wages, employee benefits, maintenance costs, miscellaneous materials and supplies, replacement training, professional consultation, etc. Both types of cost estimates go into calculating the financial resources expended in the course of implementing the volunteer program. This type of data becomes important if one wants to estimate the rate of return from the program in terms of behavior changes per unit of financial resources expended (i.e., cost-benefit ratio).

7. Identification of Data Constraints. Under this heading, the evaluator would be concerned with identifying those limitations in the type of data to be gathered for purposes of conducting the evaluation. The nature and

scope of the evaluation will, in large part, be determined by the available data, and the early identification of the relevant constraints will serve to establish the focus of the evaluation. Some of the types of constraints concern the existence of the data, in terms of the source of the data and the form of the data. Secondly, some data may be simply unavailable for an evaluation due to the fact that it has not been recorded over time, or it may involve a highly sensitive area and is not made available. A third constraint involves the reliability of the data. In particular, the consistency and accuracy in which the data has been gathered and reported during the course of the program's operation. This factor prompts the need for periodic "quality control" checks on the reliability of the data. A final consideration is the cost of collecting the data for use in the evaluation. This is relevant not only to the amount of data collected, but also to the preparation of the data for analysis. Thus, at the early stages of planning the evaluation, priorities will need to be set for the type of data to be gathered. This relates to the question of the research issues to be investigated, and stresses the need for determining the research priorities for both immediate and future programming, and hence, priorities in data collection.

8. Data Collection and Data Management. At some point in the evaluation process, decisions will have to be made concerning the manner in which data will be collected and stored for ready access. Under data collection, questions arise as to who will collect the data, how often the data will be collected, and in what format will the data be collected? Also, once the data has been collected, decisions will have to be made concerning the way in which the data will be managed for analysis purposes. Along this line, questions dealing with the procedure for storing the data (computer cards, computer tape, filing or classification system, etc.) the processing of the data, and the form in which the data will be reported will have to be addressed.

9. Selection and Specification of Program Effectiveness Criteria. The need here is to select indicators of program performance which are consistent with the stated goals and objectives of the program. That is, they should be valid measures of program achievement relative to program goals and objectives. The recommendation is to gather multiple indicators of program effectiveness rather than relying upon a single indicator. The argument here is that any one indicator contains a certain amount of fallibility. Thus, the evaluator looks for a convergence of evidence from several sources (i.e., performance

indicators) as to the effectiveness of the program. It is the consistency of effectiveness across a number of indicators which provides the strongest evidence that the program is producing the intended effect. The emphasis is upon indicators directly tied to the behavior of program clients, such as recidivism, educational improvement, job acquisition, attitude change, family adjustment, etc.

10. Selection of a Research Design Which Maximizes the Internal and External Validity of the Evaluation Analysis within the Realistic Constraints of the Research Setting. In general, this refers to a research design which best serves to discount the plausibility of other variables, or factors, as the primary causal agents for the results observed. The emphasis here is upon a research design which is comparative in the sense that it allows comparisons between the behavior of the volunteer program participants and a clearly identified standard of performance. Performance standards may be such things as the behavior of the program participants prior to participating in the program, the behavior of groups not participating in the program, or the behavior of the program participants relative to some expected level of performance. The main point is that the research design selected permits a systematic comparison between the

behavioral change evidenced in the program client group and some other objectively determined performance standard. Simply to state that, for example, the clients assigned volunteers evidenced a recidivism rate of 35% is not enough. The important question concerns the level of recidivism relative to some standard of performance, such as people not assigned volunteers. Without a comparative standard, the recidivism figure is uninterpretable. The research design should therefore provide for a clear-cut standard of comparison as an aid to interpreting the evaluation findings. The references cited at the conclusion of this section provide numerous examples of research design alternatives.

11. Estimation of Those Observed Effects which May Reasonably be Attributed to Specific Program Activities.

Under this heading is the attempt to measure the difference between, for example, comparison groups, or the change in client behavior observed over time. The problem for the evaluator is to determine the types of effects (e.g., behavioral, attitudinal, cognitive) that were produced by the program activity. For example, did the program produce short-term behavior changes which dissipated over time, or were changes produced which persisted in a relatively stable manner over time. Moreover, at what point in time were the effects observed?

Also, did the program activity affect all of the participants in the same way or were program participants affected differentially as a function of different characteristics (e.g., sex, age, race, previous offense history)? Another important factor here is the utilization of statistical procedures which are appropriate for the type of data collected in the evaluation. The evaluator must take care that the statistical procedures are congruent with the characteristics of the data collected and the results obtained are not an artifact of the statistical methods used.

12. Identification of the Major Assumptions and/or Uncertainties Contained in the Evaluation and Estimates of How These May Have Affected the Results and/or Conclusions of the Evaluation. The point here is that the evaluator should be sensitive to the potential, or real, shortcomings of the evaluation and how they may have affected the results. More importantly, there should be awareness of the assumptions made (e.g., the reliability or validity of measurements) and how these bear upon the acceptability of the evaluation results. Many of these assumptions, or uncertainties will, in most cases, be known only to the evaluator. The integrity of the evaluation is, therefore, dependent upon the evaluator's full disclosure of this type of information.

A full explication of each of the above steps, or considerations, is beyond the scope of the present report. For the interested reader of this report, we have selected several sources dealing with various aspects of evaluation research methodology. Those marked with an asterisk (*) would be of particular use to people having a limited background in evaluation research methodology. The reference marked (**) is an excellent compilation of abstracts of evaluation research materials.

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