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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

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EVALUATION OF EXPANDED COURT
VOLUNTEER PROGRAM ADMINISTERED
BY THE JUDICIARY OF MICHIGAN



THE AMERICAN UNIVERSITY
Criminal Courts Technical Assistance Project
Institute for Studies in Justice and Social Behavior
The American University Law School
Washington, D.C.

EVALUATION OF EXPANDED COURT
VOLUNTEER PROGRAM ADMINISTERED
BY THE JUDICIARY OF HAWAII

September, 1973

CONSULTANT(S):
Dr. Ivan Scheier
Director
National Information Center on Volunteerism

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MAR 8 1977

ACQUISITIONS

CRIMINAL COURTS TECHNICAL ASSISTANCE PROJECT
2139 Wisconsin Avenue, N.W.
Washington, D.C. 20007

Law Enforcement Assistance Administration Contract Number: J-LEAA-043-72

This report was prepared in conjunction with the Institute's Criminal Courts Technical Assistance Project, under a contract with the Law Enforcement Assistance Administration of the U.S. Department of Justice.

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I. INTRODUCTION

As a result of an evaluation by Dr. Ivan Scheier, director of the National Information Center on Volunteerism, in the Spring of 1972, the Court Volunteer Program administered by the Judiciary of Hawaii and operating only on the Island of Oahu was substantially reorganized and expanded to the neighbor islands of Hawaii, Maui, and Kauai. As a corollary to this expansion, emphasis was shifted from individual recruitment to group recruitment of volunteers. Approximately six months after the reorganization, the Administrative Director of the Office of the Hawaii Judiciary, Lester E. Cingcade, requested that a second evaluation of the program be made by Dr. Scheier through the resources of LEAA's Criminal Courts Technical Assistance Project at the American University.

The purpose of this evaluation was to review the operation of the expanded program as well as to re-examine the program on Oahu. Specifically, reference was made to evaluating methods of volunteer recruitment and orientation, record-keeping, community work, dissemination of volunteer information, use of private funds to supplement the program and utilizing the ACTION VIJ most effectively in the program. Of particular concern to Mr. Cingcade was the need for staff to fully accept responsibility for using and supervising volunteers and adequately training staff to use volunteers effectively.

Dr. Scheier visited Hawaii July 29 - August 2, 1973, during which time he interviewed numerous participants in the Volunteer Program including the following:

• Judiciary Staff:

- | | |
|--|--|
| Russell Taba | Judiciary's Volunteer Coordinator for Hawaii |
| Lester Cingcade | Administrative Director of the Judiciary of Hawaii |
| Mary Jane Lee
Harold Watanuki | Directors of Hawaii's two Judiciary Branches and chief users of volunteers |
| Bob Wong | Superintendent of Juvenile Detention whose unit also uses volunteers |
| Merton Chun | will be ACTION VIJ volunteer assisting the State Volunteer office beginning in October. |
| • Ms. Hirokawa
• Mr. Hara
• Mr. Fred Tamasaka | }
}
} Staff members from neighboring islands. |
| • Ms. Elaine Tamashiro | Volunteer coordinator in related programs (welfare) |
| • Mr. Ray Belnap | Director of the Division of Corrections |
| • Mr. Mike Kahesako | assistant to the Director of Division of Corrections and currently preparing plan for a statewide volunteer program in Corrections |
| • Representatives of three local groups who are or could contribute as groups to the court: The Junior League, the Lawyers' Wives, and the AAUW. | |
| • Approximately fifteen volunteers in the program. | |

In addition to these interviews, Dr. Scheier observed the operations of the volunteer office and conducted a three-hour workshop on volunteer-staff relations for approximately 40 persons (mainly staff with a few participants from the court volunteer program and other volunteer programs) in Honolulu. A briefer presentation was also made to the Lawyers' Wives Club.

II. PRESENT STATUS OF THE PROGRAM

The Hawaii Court Volunteer Program has operated for approximately two years, with major concentration in the First Circuit (Oahu and Honolulu) and only occasional and unsystematic activity in the other three circuits on the neighboring islands of Kauai, Maui and Hawaii. Within the first circuit, 127 volunteers serve in six of the seven main sections of the Judiciary, although 80% of these volunteers are concentrated in only two of these sections: District Court and Children and Youth Services. While, theoretically, a volunteer could serve in any of five or six capacities such as bailiff, detention home aide, clerical-administrative assistant, etc., about two-thirds of the volunteers serve in a single job description: one-to-one volunteer companion.

The program is coordinated by Mr. Taba, the Volunteer Coordinator, with the close involvement of Mr. Cingcade, the Administrative Director of the Hawaii Judiciary. In addition to a recruiting brochure, the program has recently published a staff handbook, "Volunteer Services: A Staff Handbook".

III. ANALYSIS OF THE PROGRAM

Hawaii's Court Volunteer Program is well administered. Office procedures, record-keeping and control are good. The present charting system for active volunteers is excellent and could be expanded to include a log for both requests for volunteers and for volunteers awaiting assignment. The publications of the program are also excellent. The handbook is only the third of its kind in the United States, despite the over 2,000 volunteer programs in operation.

The potential of the court volunteer program, however, has only begun to be tapped. According to the National Information Center's system analysis standards, a volunteer program reaches approximate full potential when the number of volunteers approaches half the number of clients and about 20 to 30 times the number of paid staff. At present, only about 10-15% of Judiciary staff use volunteers and the program presently reaches about 3% of potential clients in the first circuit and probably less than that in the other circuits on the neighboring islands. Moreover, the program can be substantially diversified with volunteers serving in many additional capacities.

The first two years of the program, therefore, may be considered a consolidation phase in which occurred one major change in both organization and administration. Although a quality program, it is, however, not yet of a size to exert decisive overall influence on the Judiciary's operations. To exercise such influence as well as to achieve full citizen participation potential during the next five years, target recommendations are submitted in the following section.

IV. RECOMMENDATIONS BY ISSUE AREAS

A. Utilize Regular Staff and Professional Resources

1. Mr. Merton Chun, the new ACTION VIJ volunteer beginning in October, should be allowed latitude to work on low-income involvement, evaluation and general assistance to Mr. Taba. He should not be entirely locked into the adult probation volunteer project as presently outlined. He should have frequent contact with Mr. Taba who should function as his supervisor.
2. The present secretary expedites regular secretarial work much faster than the ordinary secretary. She should, therefore, be challenged with a wider range of duties, including those of somewhat higher responsibility, e.g. telephoning volunteers, to maintain contact and take reports.
3. Volunteer Deputy Leadership should be developed as discussed in Section IV-C below.
4. The Volunteer Coordinators of the Honolulu area should arrange to meet regularly and informally for lunch at least once or twice a month. If necessary, Mr. Taba and Mrs. Elaine Tamashiro should take the initiative in arranging these meetings with groups of about 8-12 coordinators each time.
5. A volunteer program is no better than the quality and consistency of the leadership. The Judiciary, therefore, cannot afford to change volunteer coordinators every year (Mr. Taba is the second) nor, particularly, can the program afford to lose Mr. Taba as coordinator for at least two more years.

The coordinator position must be made as professionally rewarding as possible for Mr. Taba in terms of status, pay, opportunity for advancement, reasonable vacations, and the like. As of now, it is a minimum Social Worker 5 position in terms of responsibility and will soon be a 6 (Administrator) if the program grows steadily from a "3% potential" status as anticipated. (See five year plan, Section III, where it is shown that the program should be producing at least one half million dollars' worth of services within a few years.)

Mr. Taba's excellent access to Mr. Cingcade should be continued. Moreover, there needs to be added steadily increasing amounts of administrative authority to his present role as "Internal Resource Person" for the agency.

B. Improve Communication

1. The volunteer newsletter produced by Mr. Taba is excellent in content and in mode and range of distribution. Mr. Taba could use some outside help putting it out from, for example, another agency's public information office, a volunteer, etc., as well as the use of a few mainland volunteer newsletters to supplement the resource library material for the volunteers.
2. More initiative should be taken in having office volunteers or the secretary telephone each volunteer at least twice a month.
3. Volunteer leadership should be developed to assist in improving communication (see below).

C. Develop Volunteer Leadership

Analysis of the operation of the Volunteer Advisory Board indicated a consensus that it has for two years functioned principally to produce frustration on the part of both participating volunteers and volunteer services staff. This situation should be discussed frankly with remaining Board members and put on the agenda for open discussion at the first public volunteer meeting in the fall and/or by mail. These discussions should strive to determine the attitudes of the rank-and-file volunteers toward the Board's operation and function. The consultant's impression is that volunteers do not have a particularly clear or enthusiastic response to such a Board at this time.

Nevertheless, the idea of some volunteer leadership and input should not be forsaken. It might well be translated into individualized leadership by the identification and cultivation of volunteers as deputy leaders under staff, e.g., as Deputy Chief Volunteer Companion, for a group of five or so companion volunteers. (The program actually has a few such volunteer leaders now). After a cadre of such individual leaders has proven themselves individually, they may then be convened as a group if they and staff so desire. The above idea should be offered as an alternative to a Board at the above suggested public meeting in the fall.

D. Develop Funding Sources

The proposal to fund part of the program privately--that part which covers volunteers' work-related expenses--is sound. Indeed, low-income

volunteers cannot ordinarily be involved unless reimbursed not only for mileage (as now), but also for other expenses (recreation, meals with offenders, etc.). The ultimate total cost for this at a program level-off is not, however, \$10,000.00 yearly as estimated in the previous five year target, but closer to \$30,000.00 (\$30.00 per year for each of 1000 volunteers, as an average requested although not the actual amount spent, based on available national figures).

Some of the above, however, might be acquired as in-kind, contribution; for example, recreation event tickets contributed by local facilities or clubs as a community service. Precedents for such in-kind contributions already exist. The legal apparatus for receiving private funds already exists without challenge. In order to secure such funds, the following guidelines are suggested:

1. Cultivate groups such as The Lawyers' Wives, Junior League, and AAUW, and do not neglect church groups or their social action committees, local industry, or high school groups. Always be ready with an attractive range of specific projects as well as the general fund to which they can contribute.
2. Seek the help of the Chief Justice in working with and through his own citizen advisory group.
3. Try to secure some volunteer fund-raisers, in addition to your direct service volunteers. Otherwise, far too much of Mr. Taba's time can be absorbed in fund-raising.

E. Explore Insurance, Liability, Legal Issues

The present Hawaii statutes and Judiciary policy appear adequate regarding the area of insurance, liability and legal issues involved in the Volunteer program. However, in view of some staff concern in this area, several publications might be helpful, particularly the National Information Center's current publication on insurance and liability (Frontier 9, 9A) and the American Bar Association's publication on Legal Issues and a Model Act for Volunteers to be published in the fall (available through NICOV State Desk).

F. Maintain Volunteer Motivation

Volunteer motivation appears high. The birthday card to volunteers signed by the Chief Justice, and the commendatory letter to the volunteers in the District Court, are notable examples of staff efforts in this area. The most effective motivation, however, is to provide each volunteer with an opportunity for personal reward through the intrinsic nature of his role. This reward can be achieved through matching each volunteer effectively to his job, to the client, and to a receptive staff person.

G. Expand Recruiting Efforts

Recruitment efforts should be substantially expanded in the coming year. Some suggestions are:

1. Capitalize even more on "the friendship chain" by which one volunteer recruits another: e.g., have a party at which each present volunteer is asked to bring in a friend or two as a new volunteer prospect.

2. Continue to try to start new chains based on individual staff members who recruit their own friends.
3. Develop intensively other volunteer sources: low-income people, retirers, interns and college students. Both the ACTION VIJ member and the paraprofessional, Marian Davis, can help with indigenous recruiting.
4. Concentrate more on volunteer groups as well as individuals, e.g., Junior League, Lawyers' Wives, AAUW, Church Groups.
5. Remember that the best way to broaden recruiting appeal is to offer a wider variety of volunteer jobs.

H. Continue Screening and Training of Volunteers

Staff comments were that this has been improving and is at a good level now. To continue this level, the following planning suggestions are made.

1. Continue to record feedback comments from volunteers on training, both at the end of the sessions and a few months later; incorporate these suggestions into future sessions.
2. Continue experimenting with in-service training models, perhaps offering volunteers a range of options such as small-groups and buddy systems.

I. Maintain Research and Evaluation Activities

1. Continue on-going feedback procedures with volunteers, but:
 - a. improve and streamline forms, and
 - b. secure a higher percentage of return by using telephone or direct personal contact rather than mail.

2. Expand evaluation feedback procedures to include staff (done on a personal, individual level now).
3. Rehabilitate the Harada Program Evaluation Report (June, 1972). Re-distribute the report including its appendices, to provide valuable program support data in the cost benefit and volunteer education area, as well as some useful recommendations (see especially pages 9-13).
4. The Adult Probation High Risk Probationer project may expect too many volunteers in a two year period (60), but the comparative experimental design is sound even for a smaller number and should be carefully implemented.
5. A research affiliate of the Graduate School of Social Work should be involved, if possible, in the program. This person should be knowledgeable about current research nationally. Summaries are in Mr. Taba's files along with suggestions as to areas needing further attention.

Research and evaluation will become increasingly important, particularly for the justification and guidance of planned expansion in the years ahead.

J. Focus on Staff-Volunteer Relations

The Coordinator has correctly diagnosed relations between staff and volunteers as a primary problem standing in the way of future growth of the program. He has addressed this problem in his personal contacts with staff and in the handbook he recently published.

No more than fifteen out of 100 first circuit line professionals use volunteers and perhaps less than ten of these are as fully oriented and committed as one might wish. This is not to say the others are actively hostile. It is simply, as one P.O. expressed, that volunteers are not among their higher priorities; there is much else to do which they feel is higher priority.

On the other hand, as the program moves from its present "safe" low profile to as high as 10% or 15% potential, the active adversary interest of the P.O. Union is at least a possibility (there is precedent for this elsewhere), and the Union must be worked with and reassured in regard to the capacity of volunteers to create paid jobs as well as supplement them. Another possible confrontation point might occur when Judiciary positions are un-frozen and wider hiring of additional paid people appears feasible.

In general, it does not appear that staff receptivity to the priority involvement of volunteers is significantly better or wider than a year ago, although it is always possible it has improved without readily visible effects as yet. To broaden staff receptivity the following general strategies are suggested:

1. For at least the next year, available energies should be concentrated on already receptive staff. For example, only three P.O.'s and administrators, (Watanuki, Woodard and Fijioka) currently have requests in, specific or open, for up to 50 additional volunteers.

Staff energies should concentrate on filling these requests as promptly as possible rather than attempting to "sell", say, one volunteer to each of five recalcitrant P.O.s. Ironically, fulfilling the demands of receptive staff for volunteers may sell non-receptive staff on the benefits of volunteer service.

The only major exception to the above guidelines may be the Adult Probation project and this, too, should be carefully watched to avoid too much "salesmanship energy" being absorbed by this generally volunteer-indifferent section of the Judiciary.

2. For all receptive and currently unreceptive staff, more job-tailoring should be done to accommodate their individual requests, or at least to present them with a wider range of volunteer job alternatives. Apparently, some staff think the choice is essentially to accept a volunteer companion or nothing--a reasonable assumption given the stress heretofore placed on this type of one-to-one volunteer.
 - a. Staff should be increasingly exposed to the principles of volunteer job development through overlapping needs analysis.
 - b. Efforts should be made to pick up very rapidly, more rapidly than now, on any job suggestions or indications dropped by staff. The consultant picked up eight or ten in a few days including more emphasis on volunteers in office work, volunteers monitoring service agencies to which clients are referred, more

retired people involved (twenty hours a week office help), use of volunteers as pre-sentence investigators (District Court), student interns, recreation aides or in other less intense personal relationships, in Deferred Guilty Plea cases, etc.

Even if the volunteer job idea broached by staff is apparently casual, not well thought out, or even impractical in terms of volunteer capabilities, a response should be made fast--at least to discuss the idea further, demonstrate an interest, and to emphasize the theme: publicizing staff needs can motivate a volunteer to fill that need.

- c. Similarly, all staff should be made aware of the latest procedures to streamline and "routinize" volunteer-related decisions; e.g., in regard to deciding whether or not a volunteer is needed for a case, and, if so, what kind of volunteer, group suspension methods and the like should be utilized.
3. The program enjoys far more than ordinary support on the part of top officials of the Hawaii Judiciary, notably the Administrative Director and the Chief Justice. For example, the consultant knows of no other program in the United States whose volunteers receive I.D. cards and birthday cards personally signed by the Chief Justice of the State. This support should be capitalized on even more in the future.
 - a. Attention is draw to the top Administrator's checklist in the publication "Orienting Staff to Volunteers" for additional concrete ways of expressing top level support of a program.

- b. Letters of commendation, signed by the Chief Justice, might be sent to those staff whom the Volunteer Coordinator identifies as working well with volunteers.
- c. In the future, line staff formally or informally working well with volunteers (e.g., showing supervisory capabilities) should be acknowledged and, if possible, their merit recorded as part of the decision-making process in professional advancement.
- d. The Volunteer Coordinator should be allowed some input in regard to the criteria for selecting new staff, particularly their receptivity to volunteers. Hiring of anti-volunteer new staff, clearly diagnosed as such by the coordinator, must be discouraged.
- e. At least a regularly scheduled visit with the Volunteer Coordinator, should be a routine part of orientation for all new staff, interns, interested community groups, and the like. Properly, the Coordinator and top-level management have decided the Court Volunteer Program should be an agency-responsive rather than a semi-autonomous volunteer program. Also properly, the coordinator has decided that staff must take substantial responsibility for the volunteer(s) they use. These two conditions make the achievement of increased staff cooperation and support absolutely vital to the program's achieving a reasonable proportion of its potential.

V. PROGRAM TARGETS FOR THE NEXT FIVE YEARS

It is emphasized that these are targets only, and albeit fairly ambitious ones, they will still bring the program to no more than 50% of its top potential.

	Baseline August 1973	1 Aug. 1974	2 Aug. 1975	3 Aug. 1976	4 Aug. 1977	5 Aug. 1978
Number of Volunteers	127	225	375	600	900	1,200
Dispersion of Volunteers*	5%	10%	15%	20%	30%	40%
Number of Different Volunteer Jobs	6(?)	9	12	15	18	20!
BUDGET						
State or Public Share	\$20,000(?)	\$25,000	\$35,000	\$45,000	\$50,000	\$60,000
Private Share	500	1,500	6,000	12,000	16,000	20,000
Total	20,500	26,500	41,000	57,000	66,000	80,000**
STAFF OF VOLUNTEER SERVICES OFFICE						
Leadership (paid)	1	2***	3	4	4 1/2	5
Support (paid)	1	1	1	1 1/2	1 1/2	2
Volunteer Leaders (part- time: unpaid)	3?	5	8	10	12	15
Total	5	8	12	15 1/2	18	22
Support and Participation by other Paid Staff****	15%	25%	30%	35%	40%	50%

Footnotes to Table on next page.

Footnotes to Table

- * By this is meant percentage of volunteers who are indigenous: e.g., ex-offenders, blue collar workers, Model City area residents, offenders themselves, low-income people from the Phillipines, Samoa, and native Hawaiians, and the like.
- ** \$80,000 may seem a large sum, but the value of 1200 volunteers on the job, in terms of what one would have to pay for their services if they were salaried, is, conservatively, half a million dollars. In terms of predictable overall reduction in recidivism and institutionalization rates (conservatively, 30%) the financial savings to the tax payer are even more. Beyond that are the human values and the educational bridge to the community via volunteers for which the Harada research has already demonstrated the program's potential.
- *** The budget does not appear to increase in proportion to staff additions here because the additional staff person in an ACTION VIJ volunteer.
- **** This category is the percentage of paid staff who, on the basis of performance, understand, accept, and actually use volunteers at a reasonable level of competence or more.

VI. CONCLUSION

The above targets are admittedly somewhat challenging and, in part, a measure of the consultant's respect for the potential of this program to be far more than "just another state volunteer program."

The goals are attainable, well worth working to attain, and will be attained, providing only that Mr. Taba stays with the program for some time and, if and when he leaves, is replaced by someone of equal caliber. This conviction assumes, also, that top level support for the program will continue to be strong, and manifest and will implement the various suggestions submitted in this report. These targets should be discussed by staff, modified as they know best, and then taken seriously for yearly check-offs of program progress.

The consultant deeply appreciates the kindness shown by his hosts on the islands, especially Mr. Taba, his family, and Mr. Cingcade.

END