

I 67764 OF OFFENDER REHABILITATION

✓ ISSUES IN CORRECTIONAL VOLUNTEER PROGRAMS



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INTRODUCTION

For many years interested citizens have become involved in offender rehabilitation on a volunteer basis. John Augustus, who is generally credited with being the first probation officer, was a volunteer. Augustus, who was a Boston shoemaker, interceded in 1840 before a Boston judge in behalf of an alcoholic who had been sentenced to prison. He volunteered to accept responsibility for the man if the court would allow him to remain in the community. After he demonstrated that the process worked, the State of Massachusetts began hiring people to take responsibility as probation officers. In the early 1960's Judge Keith J. Leenhouts of Royal Oak, Michigan, solicited the help of retired citizens to supervise juvenile offenders. This program became so effective that it has been considered as a model for modern volunteerism in corrections.

During the early 1970's, the Georgia Department of Corrections/Offender Rehabilitation began to assess the activities which various individuals and groups of citizens were performing in behalf of offender rehabilitation and to look for a plan for coordinating these activities into a unified statewide effort. Paul L. Weston, Research Associate, surveyed the activities and purposes and recommended future directions in a comprehensive evaluation.

Under the provisions of the Executive Reorganization Act of 1972, Governor Jimmy Carter ordered the creation of the Governor's Commission on Volunteerism to expand and reinforce the concepts of volunteerism in a coordinated, statewide effort. The Georgia Office of Volunteer Services was established for the administering and coordinating of volunteer activity.

A clear example of the involvement of citizens at levels of policy and decision-making in Georgia is the composition of the Board of Offender Rehabilitation. This board consists of nine outstanding leaders in the community who contribute many hours of dedicated service without pay in endeavors which formulate new directions and seek solutions to difficult problems in dealing with the offender.

There can be no doubt of either the historical basis or the present reality of citizen participation in offender rehabilitation. The challenge is to broaden the base of citizen awareness and provide avenues for maximum utilization of the resources which are latent in the community.

I. REVIEW OF PREVIOUS EXPERIENCE

A. Volunteer Services Program Evaluation by Paul L. Weston, Georgia Department of Corrections/Offender Rehabilitation, July 15, 1974.

This evaluation report was designed to provide both procedural and qualitative analysis of the use of volunteer resources by the Georgia Department of Corrections/Offender Rehabilitation and to make recommendations for procedures considered essential to the proper control of meaningful and effective citizen participation in offender rehabilitation in Georgia.

Weston cited three fundamental reasons for utilizing volunteers - caseloads, costs, and resources. He pointed to large caseloads, which could be reduced by utilization of volunteers, high cost of incarceration, and the potential for utilization of physical facilities and human resources at no cost to the taxpayer toward better achieving departmental goals.

In Weston's report six programs were described in which volunteer activity was considered to be outstanding. These programs included institutional volunteers recruited by DCOR on a regional basis, institutional programs organized and conducted by Jaycees, Alcoholics Anonymous, and other community groups, and volunteers in probation. Stone Mountain Correctional Institution had the greatest numerical institutional activity, and the Athens Sub-Community Center Volunteer Program was cited as outstanding in utilization of volunteers by probation. The reported volunteer activity showed 879 volunteers serving offenders during fiscal year 1972, 1,588 during fiscal year 1973, and 3,102 during fiscal year 1974.

Weston pointed out that previous efforts had utilized general principles of volunteer coordination forwarded from various national organizations. He recommended the implementation of a National SCOPE Grant for Citizen Action into a program designed specifically to meet the needs of DCOR. He further recommended the formulation of an Executive Council for Citizen Action, with responsibility for administering a program of citizen

action in compliance with standard guidelines establishing general uniformity but allowing for local flexibility. Areas of emphasis were outlined as Planning, Training and Monitoring for accountability.

Under the SCOPE Grant, funds were available for staff allocations which would coordinate standard training and for resource materials. Weston pointed out the necessity for a declaration on the part of the agency of organizational recognition of the concept of volunteerism. The goal of this statement of purpose is to provide structure through which citizens could participate in offender rehabilitation.

B. Update of DOR Volunteer Programs and Activities

Volunteer services for DOR are coordinated through the office of a state-wide Coordinator for Volunteers in Offender Rehabilitation. This position is funded by the agency and reports directly to the Commissioner.

The state-wide Coordinator acts as a consultant to local programs, offers assistance in resources and training, and collects information on program activity.

The Governor's Office of Volunteer Services offers resource assistance and consultant services. Representatives from the Governor's office are also available to assist in awards and recognition. This office discontinued collecting numerical data on volunteer participation through various state agencies in March, 1979, due to the fact the information received was not considered to be uniformly accurate in reflecting volunteer activity.

DOR's office does collect numerical data on a monthly basis which tabulates the number of volunteers participating in institutional programs, in centers, and in probation programs. This data seeks to determine the number of volunteer hours utilized. Data on the number of clients served is collected but the quality is questionable. Progress has been made in record

keeping procedures. A new card system initiated July, 1979 maintains a card on each volunteer recording dates of service and number of hours served. This system is expected to significantly increase the reliability of the data. At the present time, eight judicial circuits have active volunteers in probation programs, with 28 other circuits reporting some volunteer activity, totaling 941 volunteers. Nineteen county institutions and 10 state institutions report activity totaling 581 volunteers.

Although the total number of reported volunteers is smaller than the number reported during fiscal year 1974, it should be noted that many programs now emphasize training and longer term commitment for volunteers, with the result of more hours in service per volunteer.

New certification procedures have been formulated establishing eight criteria by which volunteer programs may be evaluated and providing a more standardized means of recognition for service for staff as well as for volunteers. After initial certification, points are to be accrued toward annual awards which will recognize per capita community involvement, innovative use of community resources, and community resource planning. Time card records will be utilized to simplify reporting in measuring total activity.

C. Observations from DOR Experience

At certain periods in the department's history there has been reported numerical growth in volunteer activity. In the past there has been little mechanism for accountability beyond the accumulation of unverified numbers. While volunteer services have long been an accepted fact, the accuracy of the numerical data reported has not been established.

While FY74 reporting indicated 3,102 volunteers involved in offender rehabilitation activity and FY78 records show a total of 1,532, this may not indicate a decline in activity or in total hours contributed. Current emphasis encourages slow growth, establishment of performance standards, and accurate recording of volunteer activity. New record keeping procedures

are designed to collect accurate data on number of hours of volunteer service utilized.

General observations from DOR experience would indicate that the department's role has been to provide orientation and training to familiarize volunteers with departmental procedures. The structure of volunteer service has varied from informal individual service to formalized programs in different localities. There has been a clearly stated commitment in support of recruitment of individual volunteers and of citizen's advisory councils. Every unit within the Probation Division is encouraged to enlist the participation of the community through citizen action councils. An example of an extremely active citizen's advisory council is the group which serves the Athens Diversion Center. This successful enlistment of community support is the result of notable commitment and investment of staff time.

Another example of a successful volunteer program with a citizen's advisory council is the New Horizons Transitional Center. In this case a staff position has been allocated to coordinate the program.

While the stated objectives of the agency seem to clearly support the enlistment of volunteers, there has not been adequate designation of staff allocations and responsibility for the task. Where well-coordinated citizen participation exists, it is due to the commitment of individual staff members to long hours added to already heavy workloads, especially during the initial stages.

In some locations no volunteer services have been implemented. It is not clear whether this is due to local resistance or to lack of designated responsibility for coordinating volunteer services. Weston emphasized the prevailing philosophy of local coordination, with proper orientation to departmental objectives and accountability.

II. FEATURES OF AN ADAPTIVE PROGRAM

A. Definition of Purpose

The structure of any volunteer program which relates directly to a human service agency must evolve from resolution of some basic questions about its relation to client needs and agency needs. In the typical in-house function, the volunteer is expected to fulfill a role which parallels agency functions. In more independent structures, the volunteer takes the role of advocate for the client which may involve aggressive efforts for change in both community and agency attitudes and practices.

In the field of offender rehabilitation the question of role is further complicated by the fact that the probation supervisor or correctional counselor role is inherently dichotomous, balancing enforcement responsibilities with counseling responsibilities. When the agency seeks to utilize volunteers as substitutes for professional supervisors, it must require adequate training to assure adherence to agency procedures and court requirements.

If the agency perceives the volunteer in a supplementary role rather than as a substitute for a staff supervisor, the volunteer structure can be flexible and may more creatively mobilize the full resources of the community in advocacy for the client. A realistic goal for an in-house structure would be to reduce the size of caseloads and the workload of professional staff. A realistic goal for an independent structure would be to more adequately meet the rehabilitative needs of the client.

In the ideal conceptualization, the structures for volunteer participation must belong to the community, but in existing practice volunteer participation represents a compromise between the two objectives. This necessitates a great deal of agency input to assure procedural uniformity and legal accountability.

B. Planned Development

Some of the problems outlined above may best be met through an *evolutionary* process in which a volunteer program receives agency input, moving toward independence through planned stages.

1. First year activities for the volunteer program should center around the recruitment and training of participants. The responsibility for coordination must be delegated either to a member of the agency staff, a representative of the courts or to a volunteer. During this period of development the input from the agency is essential if volunteers are to be assigned clients who no longer report to a professional for supervision. Because the client's status is defined by specific legal conditions imposed by the court, it is essential that training be sufficient to assure understanding of the requirements of the court and the agency procedures for meeting these requirements.

Screening of participants is also essential to assess motivations and to assure that each volunteer who is assigned a client possesses both the commitment and the emotional maturity necessary for the responsibility. Alternatives could be developed whereby willing but unsuitable volunteers could be utilized in less sensitive tasks, but in no case should a client be assigned to a volunteer whose motivation or capabilities do not meet the objectives of the program.

2. Second year development should include the establishment of a Citizen Advisory Board, representing a cross section of a community. Recruitment and training continue as on-going processes; but with the parameters established, the agency participation decreases. The growth of the Citizen Advisory Board would include formation of various sub-committees which would assume responsibilities for recruitment, training, funding, grievance, and areas of program emphasis. Certification procedures implemented in July 1979 utilize progressive criteria with added requirements for second year certification.

At this point the community involvement may lead to new areas of concern not previously envisioned by the agency. In addition to one-to-one client advocacy, volunteer interests may lead to many specialized areas in response to both the needs of the client and the resources of the community. Recreational programs, musical and art programs, etc., may offer needed rehabilitative dimensions which the community is able to provide. The potential is as limitless as the resources of the entire citizenry.

C. Empowerment

With the development of the Citizen Advisory Board there must be legitimation. Power to act must accompany increased responsibility. It is necessary that both the agency and the courts give official recognition to the role and responsibilities delegated to the citizens. Responsibilities should be outlined in written form as should the job description for individual volunteers. As the citizens assume more control of the program, the role of the salaried coordinator becomes less that of a manager. The role of the coordinator may evolve from initial responsibility as a planner and manpower developer into an ombudsman who maintains liaison with the Citizen Advisory Board, agency and court, or to that of a training specialist.

D. Local Implementation and Linkages

As discussed in our ideal conceptualization, the local volunteer program should belong to the local community, but for effective goal attainment there must be linkages to both agency objectives and to statewide volunteer objectives.

Where responsibility for defined area of service has been assigned by law to a specific agency, the agency is accountable for and, therefore, must maintain a measure of control over the administration of that service. For volunteerism to flourish there must be the very careful cultivation of communication which enhances mutual respect between the agency and the community. Mutual understanding permits the development of creative utilization of the community toward common goals.

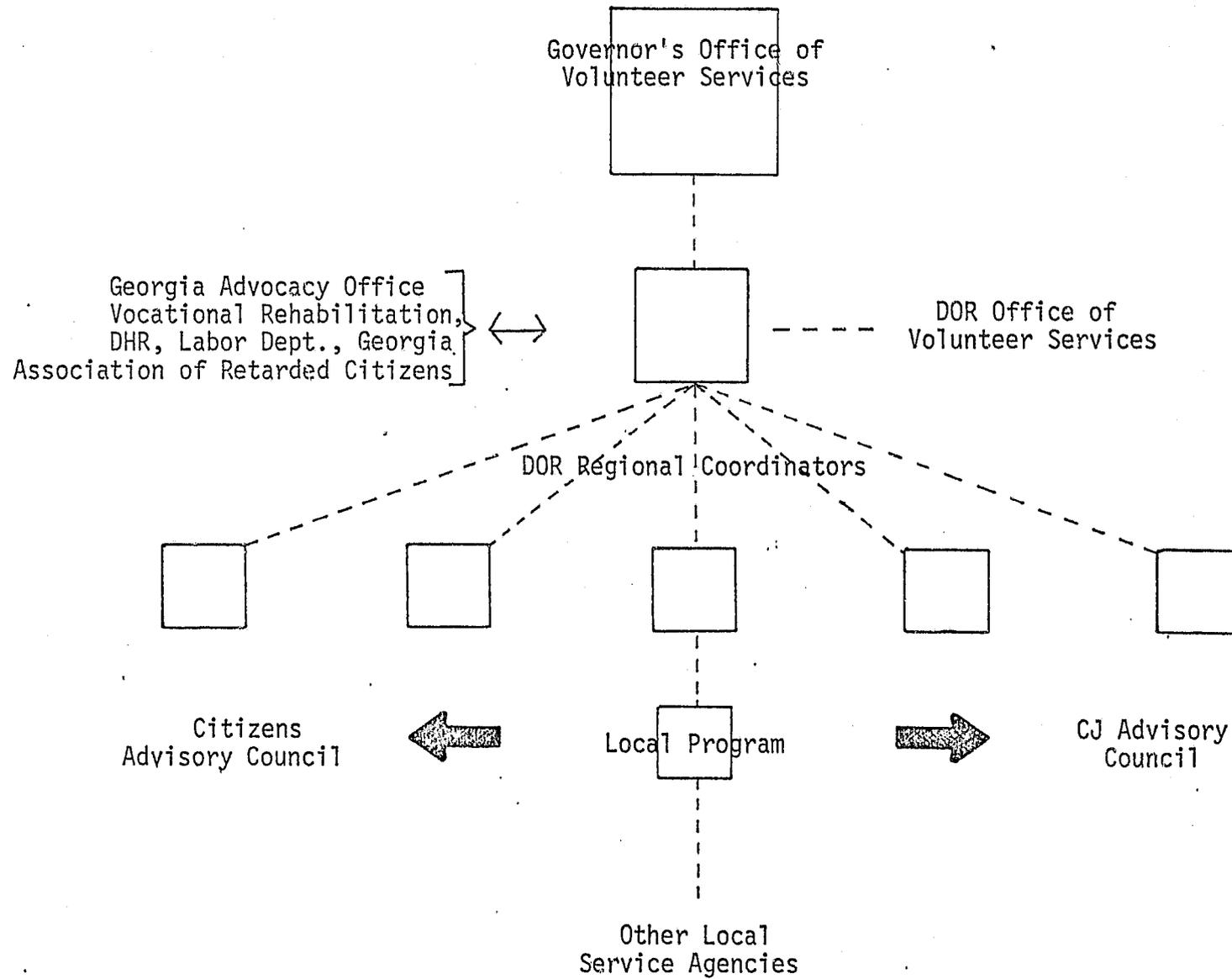
The Governor's Office of Volunteer Services functions as the coordinator for volunteer services on a statewide basis. While this office serves as a resource center, specific agency-related program guidance is provided through the DOR Office of Volunteer Services. This enables the agency to influence program standards and collect data which is useful in decisions regarding program effectiveness and resource utilization. At this level, the flow

of communication should provide access to other state-wide agencies for volunteer service such as the Georgia Advocacy Office, Georgia Association for Retarded Citizens, and similar organizations. From the DOR Office of Volunteer Services information can be distributed to local districts.

Highly organized use of volunteers has developed in scattered areas throughout the state where the ingredients of community concern and staff receptivity have come together in cooperation. It is not surprising, however, that in many localities where professional staff carry heavy workloads, volunteer resources have not been tapped. The history of successful volunteer programs usually includes one or more professional staff workers who have believed in the program and invested large amounts of effort over and above a regular workload in the initial stages.

In order to provide resource information and technical assistance for local programs throughout the state, regional coordinators are recommended who would coordinate volunteer services in specified regions and specialize in the development of community relations. It is not unusual for institutional and probation volunteer programs to exist in total isolation without even minimal awareness of shared areas of concern. This divisional isolation negatively impresses citizens who have a genuine concern for offender rehabilitation. Regional coordinators could serve an important function in communications.

A suggested organizational structure might be designed as follows on the next page:



III. A MODEL VOLUNTEER PROGRAM: COBB REHABILITATION VOLUNTEER SERVICES

A. History of Program

This program, originally named the Cobb County Volunteer Probation Program, began in 1975 with the locating of a probation office at Kennesaw Junior College. Probation Officer Bernard Pyle became aware of both the interest and the potential resource which existed in the community as students then other citizens inquired about probation activities, then began to volunteer assistance.

Under Mr. Pyle's leadership, an in-depth training program was developed whereby interested volunteers could be oriented in procedures of the Courts and of the Department of Offender Rehabilitation. The purpose of this program has been to enable citizens to become involved in efforts to reduce further criminal activity among offenders.

The main focus of Cobb County's volunteer program has been that of one-to-one sponsorship whereby citizens accept responsibility for regular personal contacts with probationers and assist them in seeking employment or in dealing with other problems which may relate to their criminal activity.

The program was supported by the judiciary, and the level of community interest was so high that by 1976 satellite offices were located in seven middle schools with John Hutson as overall volunteer coordinator. After Mr. Hutson's death the Cobb County Commission funded a position of Assistant Court Administrator, who would devote a major portion of time to coordination of the volunteer probation programs.

B. Present Administration

The present program is under the leadership of Ms. Penny Easley, Coordinator, and the name is now the Cobb Rehabilitation Volunteer Services. Ms. Easley devotes full time to the operations of the volunteer program which consists of approximately fifty (50) volunteers serving three hundred (300) probationers.

C. Descriptive Information

Various types of offenders are referred to the VPO Program for supervision. These clients are considered to be low risk, and many of them are serving the last six months of their sentence. Under recently implemented procedures, all first offenders are referred to the volunteer program for supervision.

Upon referral, the client is assigned to the satellite located nearest his residence. Referral is made through the Volunteer Coordinator to the Satellite Manager who is responsible for matching the client to an available volunteer.

Seven satellite offices are located in middle schools which operate in the evenings. This offers the clients the maximum convenience by enabling them to report for probation supervision near their area of residence at hours that do not conflict with hours of employment.

Responsibility for the operations of each satellite office is assumed by a volunteer manager who is experienced in volunteer probation supervision and familiar with judicial procedures.

The Coordinator plans and conducts the training of volunteers, maintains files on all clients served by the program, and serves as liaison to the staff of the Department of Offender Rehabilitation and the Cobb County Courts.

Volunteers who have completed training are sworn in by the Judge of the Superior Court, giving them a clear sense of both the significance and the responsibility of their service. The volunteers are issued an official Volunteer Probation Officer identification card which gives them access to visit clients at the local jail.

When problems or violations occur, the volunteer who has developed a meaningful relationship with the probationer is frequently the first person to learn of the problem. Volunteers frequently collect information concerning violations which is forwarded to the agency supervisor. DOR probation staff assume responsibility for delinquency reports, revocation proceedings and also sign any travel permits

authorizing travel outside the jurisdiction of the courts. The present structure is administratively linked to the Cobb County Court system. The Department of Offender Rehabilitation is represented on the Board of Directors by the Chief Probation Supervisor.

D. Community Support and Findings

Funds for Coordinator's salary and for all printed materials used for training of volunteers and recording of activities are furnished by Cobb County government. Volunteers have input into program directions by voting membership in the Cobb County Probation Volunteer Association. A newly formulated Citizens Advisory Council began functioning on October 1, 1979.

Under the provisions of the constitution, meetings of the Board of Directors are held at least four times each operational year, while general membership meetings are held a minimum of two times each year. Standing committees assume on-going responsibilities for program operations.

The Cobb Rehabilitation Volunteer Service has received numerous awards and recognitions for outstanding service. It represents a significant investment of community resources toward the objectives of offender rehabilitation and carries a heritage of well-deserved community pride. This use of community resources to expand service to probationers is an obvious asset to both the Department of Offender Rehabilitation and to the local community.

IV. IMPLEMENTATION PROCEDURES

A. Statement of Purpose

An important part of the foundation of volunteer services is a clear statement of purpose by the agency. By periodic review and restatement of objectives, expectations are defined. Each local program must define the specific areas of need which it intends to serve.

It is necessary to establish common understandings of purpose in order for true partnership to evolve. Volunteer services may be perceived as either a substitute for professional supervision or as an supplement to services provided by professional staff. The agency may establish a goal of reduction in workloads or of enrichment of services. Clear statement of purpose eliminates misunderstandings and provides standards by which success can be measured.

B. Regional Program Development

We recommend that DOR provide staff allocations which would develop community support and coordinate resources in specified geographic regions throughout the state. Regional coordinators could contribute toward development of varied resources indigenous to the area and responsive to the unique needs of the region while also assuring more uniform utilization of generalized concepts.

Regional coordinators would be accessible to both institutional services, diversion centers, transitional centers and probation and parole services. Their function would prevent duplication of efforts and would enhance cooperation between all the local resources in response to mutual needs. Effective communications between the local community and the agency could be maintained through this method. Coordination and planning on a regional basis could also offer technical assistance and resources for training.

The emphasis in probation and parole is seen as linking the offender to the normal community in the most integrative manner possible. Under this conceptualization, allocation of substantial staff time for promotional and coordinating functions in the local community is consistent with the objective.¹

C. Simplicity of Guidelines

For departmental objectives to be achieved, uniform guidelines must outline legal requirements, minimum standards of client service and confidentiality restrictions. Where the purpose of a local program is to provide complete direct service for some probationers, standards of service must be within guidelines approved by the agency. It must be acknowledged that in circumstances where prescribed services do not best serve the individual needs of the client, the volunteer may become an advocate for change.

It is important at the same time to maintain organizational simplicity in order for community control to become effective. Volunteers in criminal justice are typically motivated by the desire for human service. Hours contributed by volunteers should be translated efficiently into direct human service with a minimum of red tape. For the volunteer to achieve satisfaction and maintain motivation, it is important that necessary reporting forms be designed with simplicity in mind.

D. Communication between Agency and Volunteer Community

True rehabilitation can never occur within the program of an agency or within the boundaries of an institution. True rehabilitation occurs in interaction with the community in which the client lives, works, and finds recreation. The degree to which both the agency and the community are committed to full partnership, in large measure, determines the success of the mission. For this reason communication is essential to

¹E. Kim Nelson, Howard Ohmart, Nora Harlow, "Promising Strategies in Probation and Parole", Program Models, Office of Development Testing and Dissemination; Law Enforcement Assistance Administration, November, 1978.

cooperation and understanding at all levels. While only a few citizens serve as one-to-one sponsors, any informed citizen may become an advocate for the goals of the agency.

Training must include the communication of agency guidelines and objectives. Written reports communicate activities with clients. At the same time, provisions must be made for personal and informal communications between staff and volunteers.

It is a common pitfall that volunteers feel that after being given a responsibility they are left to work in a vacuum.

Where no time is allocated for two-way communication between staff and volunteers, frustrations and misunderstandings frequently occur. When organizational procedures become report bound, there is danger of losing the spontaneity and informal warmth which are a special contribution of volunteers.

E. Variety in Programming

The most frequent use of volunteers in probation has focused on one-to-one sponsorship designed to substitute for regular probation supervision and thereby reduce workloads. These efforts are primarily related toward education and employment, fulfilling court-ordered requirements, and in some instances legal counseling.

An area of tremendous significance in influencing future behavior is the use of leisure time. Unlimited resources exist within the community for enrichment of services in areas of recreation, arts, hobbies and special interests. Many individuals who might contribute service in these areas would not comfortably assume the responsibilities of a substitute probation officer.

We recommend development of Citizen's Action Councils at a state-wide level, regional level and local levels with capabilities for diversified programming to best utilize broader resources. Volunteer services which are responsive to a wide range of individualized interests would attempt to stimulate the individual to choose more creative use of his leisure time. Habits of constructive leisure time activity and a broader range of alternatives opened to the offender could prove very effective in reducing future criminal activity.

Ultimately, the offender, having experienced meaningful community ties, moves independently into the community to claim all the privileges and responsibilities of full citizenship. The individual volunteer can provide the link to complete rehabilitation.

At the present time many church and civic groups--YMCA, Jaycees--state objectives indicating concern for criminal justice, and many have committees formed to initiate action in this area. Departmental planning recognizing the potential which exists might enlist representatives from all community groups into coordinated planning while maintaining the variety and autonomy of multiple interests.

More heterogeneous communities might offer a broader variety of volunteer services. Where responsibility for enforcement of conditions imposed by the court is not delegated to the volunteer, any type of enrichment service may develop. By better serving the total person, the human development potential of each person is enhanced. By involving a broader base of the citizenry, more community support is generated.

F. Insurance

It is desirable that the agency offer insurance and legal protection to the volunteer while performing clearly prescribed responsibilities. The Georgia Office of Volunteer Services has assumed the role of an umbrella for state volunteer insurance coverage by paying a membership fee to Volunteer Insurance Services.

Through this plan insurance protection can be obtained protecting the volunteer for medical and personal liability at the cost of \$1.50 per volunteer per year.

We recommend the agency assume the cost of medical and liability coverage for certified volunteers who perform regular responsibilities in service to clients. Volunteers should be made aware of additional auto liability coverage which they may purchase.

V. MONITORING AND EVALUATION

A. Definition of Objectives

A statement of departmental objectives provides our basis for monitoring and evaluation. The statement of purpose provides the basis for goals in terms of workload reduction and/or improvement of service. Measures would include numbers of volunteers participating, number of clients served, and number of services rendered.

B. Records and Documentation

Records should provide necessary documentation of all contacts with clients with a minimum of paperwork. Forms should be designed for efficient but concise recording of all volunteer activities.

Minimum standards should also provide documentation for hours of service for each volunteer, giving the beginning and ending dates of service. A card system initiated by the DOR Office of Volunteer Service and recently approved for implementation provides a record of service for each volunteer.

While it is important that the volunteer experience the satisfaction of human service with the minimum of bureaucracy, evaluation concerns require collection of more information. Responsibility should lie with the paid coordinator for compiling data identifying types of sentences and characteristics of offenders served by volunteers.

With records compiled showing types of sentences and characteristics of offenders referred to volunteers, data on successful terminations or revocations could then be correlated with offender groupings for comparison of outcomes.

Demographic information which identifies motivation, training needs, and areas of special interest or skill of volunteers would be beneficial for planning and program development. Qualitative evaluation should also be obtained through interview of staff volunteers and clients served.

C. Certification

An official certification plan designed by the DOR Office of Volunteer Services establishes criteria for monitoring and evaluating training, and hours of service. Criteria measure the percentage of population served in centers and institutions. Additional criteria might measure the number of offenders served in community programs. Points are accrued for hours of service to clients, participation on advisory councils, and for contributions by individuals, businesses or organizations of money, service, tickets to events, clothing, and similar activities.

Certification is designed to provide a mechanism for staff incentive and reward. At the same time, certification can provide a stimulus and a standard for evaluating the use of community resources. Standards established through certification criteria and by resulting longer periods of service will provide quality control.

D. Awards and Recognition

Volunteers may be expected to be motivated by a genuine desire for human service. Their rewards, therefore, will come in large measure from the satisfactions derived directly from that service. It is, nevertheless, important that formal recognition be given. Annual certificates of service could be presented to each volunteer.

It also may be desirable to give formal recognition for outstanding individual service through program-wide or state-wide awards. The Governor's Office of Volunteer Services sponsors annual awards and also provides resources which could include sending a representative to participate in local awards programs.

Official recognition of service rendered becomes a very positive evaluative measure. Through public awards for achievement, agency standards are effectively communicated and documented.

E. Annual Evaluation of Goal Attainment

Periodic assessment should be made to assure that both quantitative and qualitative standards are met. Criteria for assessment of

individual volunteers should include hours in service, attendance records, and number of clients served. Dependability and timeliness of reports should also be noted in assessing performance of volunteers.

Assessment of programs should include number of clients served, total number of service hours, number of successful terminations, and number of revocations. In evaluating program effectiveness Dr. Scheier suggests an input-output ratio be utilized comparing staff time/volunteer time. If the amount of supervisory time invested per amount of volunteer time returned is high, effectiveness would be low. In some types of volunteer programs a criterion of success might be one hour of staff time to 20 hours of volunteer time, while other programs where college trainees are utilized as volunteers one-to-one with probationers, a ratio of 1-to-5 or 1-to-7 is considered satisfactory because this is designed as a supervised learning experience.

Ivan Scheier states, "Assessment is only the implementation of expectation. You cannot have high standards unless you monitor and apply them."²

Attainment in reaching broad goals of community cooperation may be evaluated by assessing numbers of individuals and community groups which offer any related service or serve in advisory capacity. An effective program for utilization of volunteers in offender rehabilitation brings together the community, the offender, and the criminal justice system in their area of overlapping needs. Any communication which increases understanding of mutual needs should be measured as success.

²Ivan H. Scheier, Using Volunteers in Court Settings, A Manual for Volunteer Probation Programs. U.S. Dept. of Health, Education and Welfare, Washington, D.C., 1969.

VI. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Although there has been active participation of volunteers in service to offenders in both institutional settings and community settings for many years, the amount of participation varies greatly in different localities and in some areas is still non-existent.

Procedures for implementation have not been adequate to realize the growth potential which exists in the community or the ideals expressed in the citizen action goals of the SCOPE grant. The need for citizen support in working toward goals in offender rehabilitation is obvious.

Not only must we consider the positive factor in mobilization of potential energy and resources in support of agency goals, but also we must acknowledge the negative potential which exists when the community does not understand and share responsibility for agency goals. Experiences of recent years demonstrate clearly the ability of citizens concerned with protection against crime and protection of community life and property values to organize powerfully to block agency plans. The enlistment of the positive energies at planning stages is essential.

Several trends seem to be influencing the availability of volunteer time and the expectation of citizens for impacting systems. Citizens tend to be less trustful of government and are asserting their own needs in increasingly powerful ways.

General trends of more women entering the workforce may have affected the availability of volunteers. Married women who "do not have to work" have historically been a large source of volunteer energy. Both financial pressures related to the cost of living in an inflationary economy and women's equality movements demanding equal pay for equal work have led to greatly increased numbers of women in the work force. This fact tends to reduce the amount of available volunteer time.

Another trend reflects a shift in public attitudes. Volunteer forums in the earlier years of this decade challenged citizen action with ideals of humanity and service. The mood of volunteer activity reflected John F. Kennedy's inaugural challenge, "Ask not what your country can do for you -- ask what you can do for your country." This mood was evident in the 6th National Forum on Volunteers in Criminal Justice held in Atlanta in October, 1976.

The Governor's Conference on Volunteerism held in Atlanta in September, 1979, reflected a slightly different mood. Discussions in such forums and in general media reporting indicates an apparent shift in public attitude. Citizens seem to be increasingly motivated to organize to protect individual and neighborhood interests more than to serve the broader public welfare. Concern for private property values, quality of community life, and protection against crime are prime motivators of citizen action. Multiple neighborhood interest groups form coalitions to block plans formulated by governmental agencies. The citizen is increasingly asserting the demand for power.

This phenomenon should be seen as a national trend rather than as a failure on the part of the agency to enlist citizen support. At the same time it points up the necessity for increased efforts to educate and challenge the citizenry into more cooperative participation in dealing with the offender in the community.

Lofty ideals are always subject to disillusionment. The failure of criminal justice programs to demonstrate measurable success in achieving goals in rehabilitation or crime reduction has led many citizens and even some professionals to abandon the ideals. The powerful demand for prison reforms and protection of individual rights in criminal proceedings, so evident in the 1960's and 1970's, focused the public eye on the needs of the individual offender. Current trends suggest a possible emphasis of the 1980's on the protection of the law-abiding citizen against crime.

B. Recommendations

In order to implement meaningful utilization of positive resources in the community, we make the following recommendations:

1. We recommend that DOR establish a clear statement of purpose which defines the objectives and goals of the agency in utilization of volunteers.
2. We recommend that DOR establish procedural guidelines and implementation plans with maximum simplicity in organization structure.
3. We recommend that DOR provide staff allocations designating responsibility for the coordination of volunteer activities in specific areas of the state. Clear responsibility should be delegated for recruitment and training of volunteers and for enlistment of community leaders to serve on citizen's advisory boards.
4. We recommend that DOR assume the cost of medical and personal liability insurance which would cover certified volunteers while in performance of clearly prescribed responsibilities.

The magnitude of the task and complexity of the problems involved in offender rehabilitation demand that DOR actively seek meaningful citizen participation. The very nature of the task provides the mandate to the citizen to become involved in dealing with the offender in his community.

The Department of Offender Rehabilitation, Office of Volunteer Services uses as its logo the three interlocking circles which represent the agency, the community and the offender. It is only as overlapping needs are acknowledged and true partnership grows in meeting those needs, that long-term goals can be achieved.

END