

STATE OF HAWAII
DEPARTMENT OF SOCIAL SERVICES AND HOUSING
CORRECTIONS DIVISION

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ACQUISITIONS

PROJECT EVALUATION REPORT:

CORRECTIONS VOLUNTEER SERVICES COORDINATOR

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I. INTRODUCTION: PROJECT DESCRIPTION AND BACKGROUND

A. Background

A proposal for the Corrections Volunteer Services Coordinator (CVSP) project was first submitted to SLEPA in 1972. Though federal funds were made available every year since Fiscal Year 1973, lack of State matching funds and failure to establish the Coordinator's position prevented implementation of the project until November 1, 1976, when the Coordinator was finally hired.

B. Project Description

The mission of this project is to assist Corrections Division and its correctional facilities and the Hawaii Paroling Authority in the State of Hawaii to attain their goal of reuniting the offender with the community without undue danger to the public by facilitating maximum use of community resources and citizen participation.

The goal of this project is to develop a sufficient pool of volunteer resources to augment existing correctional services at minimal additional cost to the taxpayer and to train staff to use these volunteer services effectively.

The objectives of the project are:

1. To identify the problem areas within the correctional system which could constructively use volunteer services.

2. To develop a coordinated program for the use of existing community resources to meet correctional needs.
3. To recruit, screen, train, and maintain a pool of volunteers with specific skills or talents who will assist in meeting agency needs.
4. To develop and maintain a pool of volunteers who will function on a one-to-one basis with residents and parolees.
5. To promote greater community understanding and involvement in the realities of the correctional system and its components.
6. To assess the potential, impact, and value of volunteer efforts in correctional settings.
7. To enhance the capacity of the correctional system to attract career employees.
8. To train staff to use volunteers effectively.

II. EVALUATION METHOD AND PROCEDURE

The grant award agreement with SLEPA requires that an evaluation of the project be prepared by the project director using the methods and procedures for assessment developed by the Zaring Corporation. Thus, this evaluation follows the Zaring format, addressing the areas of planning, operations, and control of the project. The Coordinator has based the evaluation of the project on the objectives stated in the grant. The period covered is from November 1, 1976 to May 9, 1977.

III. THE EVALUATION

A. Planning

1. Program Contribution

a. Project relationship to the governing program area

(1) The use of volunteer services in corrections is an integral part of: The National Advisory Commission on Criminal Justice Standards and Goals; the State of Hawaii Correctional Master Plan; and the Annual Action Plan of SLEPA.

(2) Some of the specific areas of the Hawaii Criminal Justice Standards and Goals to which CVSP relates and to which program procedures create natural linkages are:

(a) Marshalling and Coordinating Community Resources-- establish working relationships with major social institutions, organizations, and agencies of the community.

(b) Corrections Responsibility for Citizen Involvement-- provide public information and education; facilitate involvement of citizens in advisory and policy making functions, direct service, and cooperative endeavors with corrections clients; maximize normal interaction among corrections staff, inmates and community residents.

- (c) Inmate Involvement in Community Programs--
provide opportunities for offenders to assume
increasing individual responsibility and community
contact.
 - (d) Social Environment of Institutions--maximize
interaction between community and institution.
 - (e) Intern and Work Study Programs--attract
students to corrections as a career; improve
relationships between educational institutions
and the field of practice.
- b. Project relationship to specific expressed needs and
problems
- (1) The President's Task Force on Crime noted that public
ignorance hampers correctional work. The reverse
may be presumed to be true: a well-informed public
supports correctional programs. The purpose of CVSP
is to meet the needs for public education and in-
volvement as well as alleviation of the chronic man-
power shortage described in the SLEPA Comprehensive
Law Enforcement Plan.
- c. Potential for improvement of the Criminal Justice System
- (1) The purpose of improvement of the Criminal Justice
System is served by the use of volunteer services
in that it contributes to offender reintegration with
the community. Volunteerism in corrections is in
congruence with the philosophy of the correctional

system: offenders come from society, and as a result, must be treated within the context of society; change can best be accomplished by humane treatment; people can and do change.

d. Potential for impact on crime problems

- (1) Volunteers provide role models for offenders and, by their presence reduce the isolation and alienation of inmates. The institutional environment is thereby normalized, contributing to reintegration, which may in turn have great impact on the recidivism rate. (Comprehensive, long-term studies should be done to determine the validity of these hypotheses.)

2. Planning Structure

a. Completeness and general quality of project plan

- (1) One of the requirements of the grant was that a detailed plan be worked out following consultation with corrections staff. The plan was to be completed and submitted to SLEPA for approval during Phase II. The Corrections Volunteer Services Program Plan (Plan) was submitted to SLEPA on February 22, 1977.
- (2) The Plan is complete in that it addresses all components of the grant, specifies planned courses of action, and has set schedules.
- (3) The Plan includes 8 phases, 5 beyond the original subgrant application, extending to June 30, 1978.
- (4) The Plan is being used as a working guideline.

b. Plan feasibility with respect to attainment of the stated goals

- (1) As stated in the Plan, as long as the Coordinator remains the only paid staff in the program the scheduled dates of completion are tentative because they depend on a continued high level of volunteer and in-kind service support.
- (2) The addition of a full-time paid secretary would contribute greatly to program quality and result in a higher level of assurance that the objectives are realistic and attainable.

c. Clarity and rationality of task definition/integration

- (1) All tasks are clearly related to the objectives.

d. Innovative characteristics and technical quality

- (1) The Plan was prepared by the Coordinator after consultation with corrections staff, project consultant Dr. Ivan Scheier, and local volunteer program coordinators. Also materials for corrections volunteer programs in other states and countries were reviewed.

Those components which the Coordinator deemed essential to development and maintenance of a volunteer program in correctional settings are included in the Plan.

- (2) Innovations and refinements will be addressed after the program has been fully developed.

B. Operations

1. Technical Performance

a. Actual performance level of all tasks

- (1) Phase I of the grant required that the Coordinator be hired, become familiar with the correctional facilities and programs, and determine the need for volunteers.
 - (a) The Coordinator was hired 11/1/76.
 - (b) Since the Coordinator had been a corrections counselor at the Hawaii State Prison for the previous year and a half, the familiarization process required little time.
 - (c) The Coordinator consulted with staff in order to complete the familiarization process and at the same time identified the need for volunteers (see Baseline Report: Survey of Branches, December, 1976).
- (2) Phase II of the grant required that the Coordinator be trained at the National Information Center on Volunteerism (NICOV) in Boulder, Colorado and that the project plan be produced.
 - (a) The Coordinator attended an individually designed training tour at NICOV, 12/7/76 to 12/10/76.
 - (b) The program Plan was submitted to SLEPA 2/22/77.
- (3) Phase III of the grant included establishment of the volunteer recruitment and training programs and

phasing in of volunteers. The Plan added publication of the first bi-monthly newsletter to this phase.

- (a) A Service Plan, which was prepared for 2 correctional units on 2/4/77, detailed the basic recruitment and orientation procedures.
- (b) For planning purposes, orientation and training will be treated separately. The present orientation program is meant for new volunteers and includes such subjects as an overview of DSSH, the Corrections Division, and expectations of behavior of volunteers. Research and development of training programs to meet specific informational and skill needs of volunteers is planned to begin in August, 1977.
- (c) Two newsletters, VOLINCOR NEWS, have been published: one in February and one in April, 1977. The third issue is scheduled for publication in June, 1977.

b. Achievement of planned results

- (1) It is anticipated that all of the objectives of the first year of the program shall have been attained by 6/30/77. The one exception may be recruitment of sufficient volunteers to meet the needs of the Recreation Unit at HSP. Volunteers now in service will be asked to assist with the intensification of

of recruitment efforts to attract appropriate volunteers to this difficult area.

- (2) Thirty-seven potential volunteers who contacted CVSP have completed applications. Eight of these were assigned to correctional institutions: 5 to HYCF; 2 to BGH; 1 to HSP. Nineteen were assigned to CVSP. Five were referred to other volunteer programs. Five are awaiting placement.

c. Operational response: address and solution of problems

- (1) Since the Coordinator is the only paid staff on the project, much energy has been expended in recruiting and training volunteers to assist in the program office and in various aspects of the development of the program. Nineteen volunteers have assisted the Coordinator. Several of these terminated service to CVSP when they found paid employment or suitable placement in a correctional facility. Others terminated service when they completed the task they had agreed to do. The high turnover rate in the CVSP Office is expected to continue because of acceptance of single task volunteers, use of temporary placements of those awaiting appropriate assignments, and difficulty in obtaining long-term volunteers for clerical work.

The Coordinator has requested a clerk-steno, CETA positions, and graduate students in practicum. A graduate student in Public Health has been assigned as a summer intern through the Center for Governmental Development, College of Continuing Education, University of Hawaii, with LEAA funds through SLEPA.

A stable base of assistance would enable the Coordinator to plan and develop the program more effectively and efficiently.

d. Maintenance of schedule

- (1) In general, the Coordinator has been overly optimistic in regard to availability of in-kind support services and response time of others (both staff and volunteers) who have been asked for information or assistance. As a result, several projects have been (or will be) completed 2 to 6 weeks later than planned by the Coordinator.
- (2) The Coordinator's most frequent response to scheduling problems is to try to get more people on the job. So far, this has been about 50% effective.

2. Information Generation

a. Significance/authenticity of generated information

- (1) Except for the program Plan and this evaluation which were required by SLEPA, all of the project reports were prepared on the initiative of the Coordinator:

<u>Report</u>	<u>Date</u>
<u>Progress Report</u>	12/17/76
<u>Baseline Report: Survey of Branches</u>	12/76
<u>Service Plan</u>	02/04/77
<u>Progress Report</u>	02/16/77
<u>Program Plan</u>	02/22/77
<u>Proposed Revision of Budget</u>	03/28/77
<u>Baseline Report: Survey of Volunteers</u>	04/77
<u>Program Evaluation</u>	05/10/77

- (a) The purpose of the progress reports was to keep all pertinent persons apprised of accomplishments and plans.
- (b) The purpose of the baseline reports was to assess the present status of volunteers in corrections (of which there were at least 80 prior to inception of CVSP) and to provide information needed for planning and for a baseline for evaluation purposes.

- b. Quantity and consistency of technical reporting
 - (1) See a. above.
 - c. Dissemination of information to appropriate sources
 - (1) All reports* were distributed to the Corrections Division Administrator, Director, and Deputy Director DSSH, State Law Enforcement and Juvenile Delinquency Planning Agency (SLEPA), Branch Administrators, Master Plan Office, Correctional Training Center, Corrections Research and Statistics Bureau, Hawaii Paroling Authority and Dr. Ivan Scheier.
 - (2) Newsletters are distributed to the above plus all volunteers, Corrections Division staff, selected community organizations, legislators, potential volunteers, and certain local and mainland volunteer coordinators.
 - d. Technical caliber of final project report
 - (1) In the opinion of the author, this evaluation is so complete as to render a final report redundant.
3. Staff Effectiveness
- a. Project management capability
 - (1) The Coordinator is highly dedicated to the program, well-organized, and a satisfactory supervisor.

* Except the Plan which has not yet been approved by SLEPA.

b. Staff technical capability

- (1) The Coordinator has a Master of Social Work degree and is more experienced in program development than in management and training. Therefore, in order to develop skills in these areas, she has participated in (or plans to attend) the following educational programs:

<u>When</u>	<u>Where</u>	<u>What</u>
9/76 - 12/76 (1 semester)	U.H.	Social Work Management (Post-Graduate Course)
12/7 - 12/10/76 (4 days)	NICOV Boulder, CO.	Volunteer Program Development
3/77 (2 days)	Honolulu	Conference on Volunteerism
4/77 (2½ days)	Honolulu	Conference on Training and Employee Development
3/77 - 5/77 (30 hours)	Honolulu	EST - Graduate Seminar - Self Expression Series
5/24 - 5/25/77 (2 days planned)	Honolulu	Grantsmanship Workshop
6/27 - 7/1/77 (5 days planned)	Boulder, CO.	Volunteer Program Management

- (2) Staff technical ability is enhanced by close working relationships with other volunteer coordinators which are mutually beneficial in sharing ideas, materials, and even volunteers.
- (3) Ideas are also being shared with volunteer coordinators on the mainland and in other countries.

c. Contribution and employment of resources

- (1) Most of the CVSP volunteers have selected their tasks from a list compiled by the Coordinator. Examples of the tasks selected: design a logo and brochure for the program; organize the CVSP library; conduct the volunteer survey. In all, between 1/1/77 and 4/30/77, volunteers gave more than a thousand hours to CVSP.
- (2) The Coordinator has been attending Branch Administrators' meetings in order to maintain visibility and working relationships and to stay abreast of developments. Though attendance at branch staff meetings is recommended by the consultant, the branches and meetings are too numerous to permit this except for specific purposes such as sharing information or getting acquainted with new staff.

d. Attitude with respect to project achievement

- (1) Staff dedication is rated very high. Some volunteers have assisted the Coordinator evenings and Saturdays in order to achieve the objectives of the program.

C. Control

1. Financial Analysis

a. Adherence to the financial plan and expenditure rates

- (1) Because the Coordinator was hired 11/1/76, rather than 7/1/76, a surplus of funds was inevitable. The budget was revised 3/28/77 in order to use the

surplus funds for program needs such as a clerk-steno, printing, equipment, materials for recruiting and orienting volunteers, insurance and recognition of volunteers, and additional training for the Coordinator. Since the clerk-steno has not yet been hired (a temporary, emergency hire, short-term position) there will still be a surplus at the end of the fiscal year.

b. Appropriateness of expenditures

- (1) The salary paid to the Coordinator is somewhat less than the amount allocated since her salary rating is 21B rather than 21C.
- (2) Expenditures have been appropriate.

c. Cost-effectiveness: unit or comparative measurements

- (1) Cost-effectiveness of volunteer programs is usually measured in terms of number of volunteers, number of volunteer hours, and volunteer turnover rate. It is premature at this time to use such measures, since recruitment has begun but recently, and time reporting is so far inadequate.

d. In-kind contribution: schedule maintenance and validity

- (1) In-kind clerical support had been less than adequate because the support staff is, for the most part, only recently hired and serves at least 3 other persons with higher priority projects than CVSP. Though the

work is seldom done promptly, the quality is usually satisfactory.

2. Administrative Systems

a. Recordkeeping and overall accountability

(1) Records and reports concerning the project are on file and available for examination.

b. Conformance to standard reporting requirements

(1) Progress reports were not requested, but two were submitted which are concise, complete, and clear.

c. Internal project monitoring

(1) All project records are on file and available for examination.

d. Response to correspondence and inquiries

(1) SLEPA has made no written inquiries of the Coordinator.

3. General Measurements

a. Compliance to contract conditions

(1) The Coordinator inadvertently failed to comply with two contract Special Conditions (VIII and IX) when she went to Boulder, Colorado for training at NICOV without first obtaining written permission from the LEAA regional office. This matter was rectified 2/1/77.

b. Adequacy of facilities

(1) Office space for the project is satisfactory for all program purposes except for conduct of confidential interviews. Such interviews have been conducted

elsewhere, such as the cafeteria, employee lounge, and front steps of the building.

- c. Confirmation of project acquired assets
 - (1) All assets are present and accounted for.
- d. Community functional project acceptance/support
 - (1) The Coordinator has given presentations about the CVSP to the following organizations in the community; the Olomana Community Association Executive Board; Leeward Community College - Community Service Course; Governor's Conference on Volunteerism; Junior League (at Volunteer Information and Referral Service).
 - (2) All of the colleges on Oahu were informed of the work of CVSP and the following have demonstrated their acceptance and support by referring students to the program to explore placement possibilities:
Community Colleges - Windward, Kapiolani, Honolulu; Hawaii Loa and Chaminade Colleges; University of Hawaii.
 - (3) Potential volunteers have been referred to CVSP by Volunteers in Probation, Volunteer Information and Referral Service, and volunteers in service in corrections.
 - (4) Some volunteer referrals have been made by corrections staff.

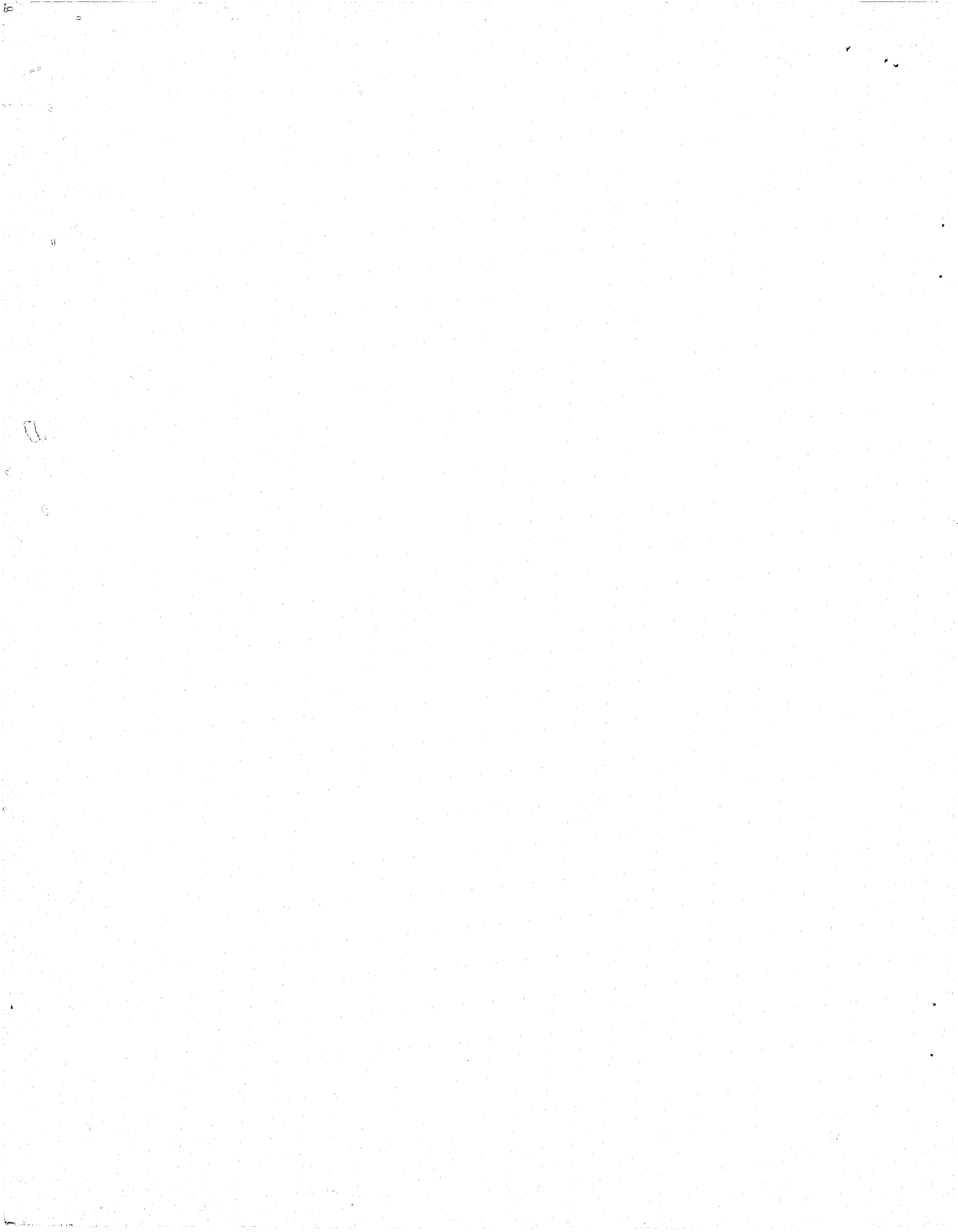
IV. EVALUATION FINDINGS AND RECOMMENDATIONS

Though planning has been done on a smaller scale than the SLEPA monitor has recommended, the project has met the subgrant objectives for the first year. Some of the accomplishments are: the pre-existing volunteer program has been defined and assessed (see the baseline reports); a pool of 75 to 100 volunteers has been identified and a resource file has been compiled; a coordinated program is under way; public awareness of the program and of positive activities in corrections is developing.

Program development and management responsibilities have left little time for specialized recruiting to fill staff requests for volunteers. If the Coordinator is to remain the sole paid staff on the project, clarification of the Coordinator's role is essential. If the major responsibilities are to be planning, statewide management and public education, then specific volunteer recruitment, orientation and training should be done on the Branch level. If the Coordinator's major responsibilities are to include all of these activities, additional staff will be needed.

At present, persons serving as Branch Volunteer Coordinators are fully involved in their primary occupations, i.e., Chaplain for HYCF, Corrections Counselor at HSP. They are, therefore, unable to assume significant extra duties such as volunteer recruitment and training. Thus the suggested alternatives are: to adjust the Branch Volunteer Coordinators' workloads to allow adequate time for volunteer recruitment and training; to allocate a full-time secretary and an

assistant Volunteer Coordinator to CVSP to assure efficiency and effectiveness of the program.



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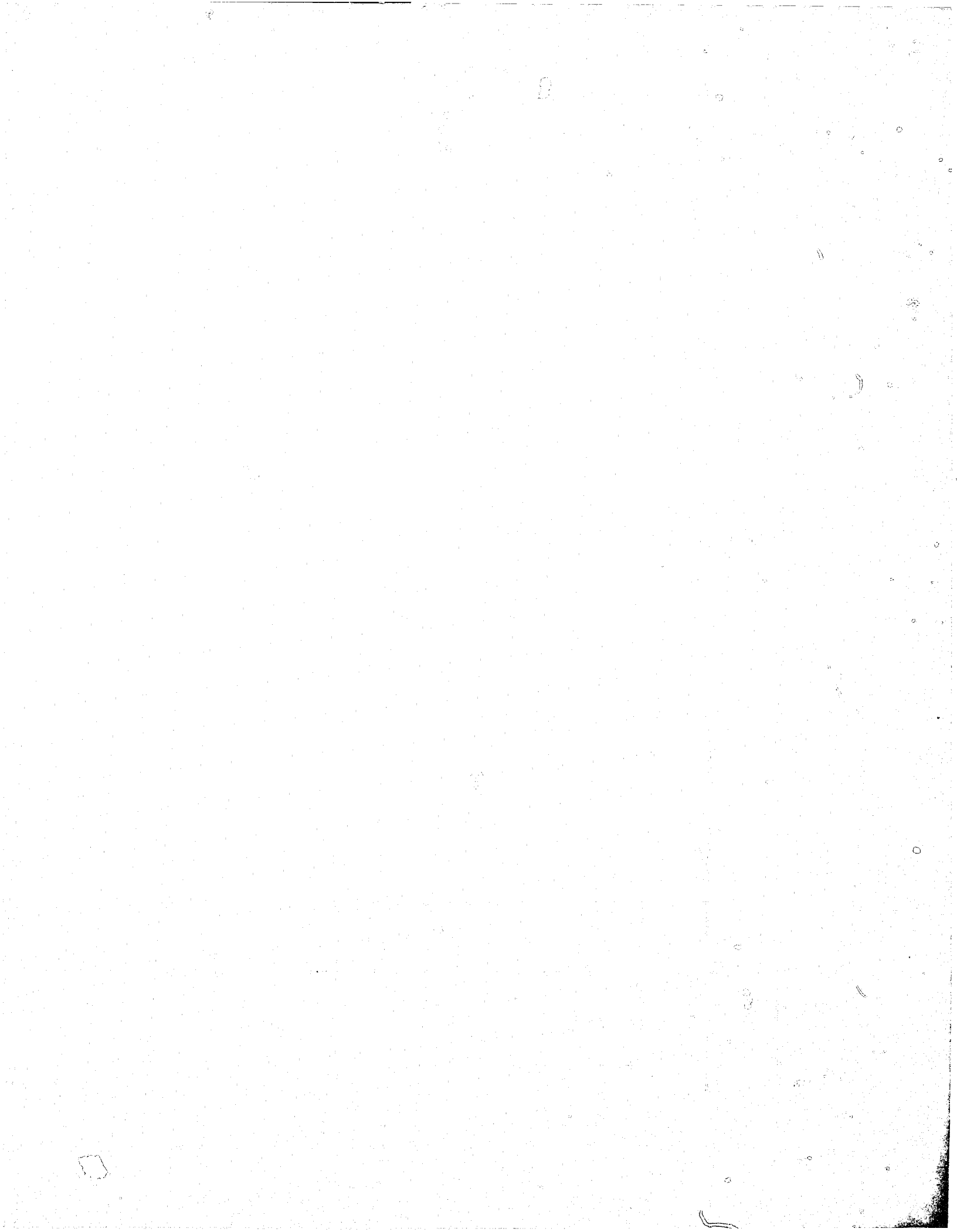
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