

PS 5300.20 VOLUNTEERS AND CITIZEN PARTICIPATION PROGRAMS



Program Statement

OPI: CCD
NUMBER: 5300.20
DATE: 6/1/99
SUBJECT: Volunteers and Citizen
Participation Programs

1. **PURPOSE AND SCOPE.** To prescribe guidelines, policy, and procedures pertaining to staff volunteerism and the use of volunteers in Bureau facilities.

This Program Statement does not apply to contractors (whether compensated or not), consultants, interns paid by the Bureau of Prisons, and maintenance or service providers.

The Bureau recognizes that involvement of volunteers from the community is vital to both inmates and staff, and encourages their use in all facilities. Volunteer and Citizen Participation Programs can improve an inmate's quality of life. Volunteers can provide valuable assistance in reintegrating an offender into the community upon release.

Within the institutional setting, volunteers can provide a variety of services - advisors, interpreters, marriage and family enrichment, substance abuse education, literacy, spiritual growth, recreation, health education, fitness, vocational training, and many others. While providing these valuable services, volunteers reinforce the mainstream societal values staff convey daily.

A well-managed volunteer program includes citizen participation as well as active inmate and staff volunteerism opportunities in order to meet the following Bureau strategic planning objectives:

- a. **Objective 5.01.** Provide productive work, education, occupational training and recreational activities which prepare inmates for employment opportunities and a successful reintegration upon release, and which have a clear correctional management purpose which minimizes inmate idleness. Increase the participation of inmates in community service to foster good community relations and decrease inmate idleness.

- b. **Objective 5.09.** Develop and implement plans to address the special program needs of physically disabled, chronically ill, mentally ill, geriatric and hospice patients.
- c. **Objective 5.10.** Ensure reasonable opportunities exist for all recognized faith groups.
- d. **Objective 6.02.** Engage community resources in the reintegration of offenders into the community through expansion of current institution volunteer programs as well as draw upon new, non-traditional services.

2. **SUMMARY OF CHANGES.** This revision includes the following changes and modifications:

- Ž The Directives Referenced and Standards Referenced sections have been updated.
- Ž The term "Volunteer Coordinator" is used throughout to apply to each level of volunteer management.
- Ž All reference to the National Office of Citizen Participation (NOCP) was changed to the Volunteer Management Branch (VMB).
- Ž Volunteer Coordinators' responsibilities have been updated.
- Ž Community corrections contractors are now required to include use of volunteers in the Operations Section of the Statement of Work and are directed to report quarterly the number of volunteers. This section also requires contractors operating under a Statement of Work dated 1998 or later to use volunteers.
- Ž A number of changes to the contents of the Official Volunteer File has been made.
- Ž Additional guidance for the use of ex-offenders as volunteers is provided.
- Ž Training requirements for Regional Volunteer Administrators and accountability of training documentation is updated.
- Ž A new Section 20 on Inmate Volunteerism has been added.
- Ž Various forms have been revised.

PS 5267.05 Visiting Regulations (7/21/93)
PS 5500.09 Correctional Services Manual (9/27/97)

EO 12988 Facilitating Federal Employees Participation
in Community Service Activities

5 CFR 2635 Standards of Ethical Conduct for Employees of
the Executive Branch

FPM Letter 992-1 Federal Personnel Manual System
(4/19/91)

5. STANDARDS REFERENCED

a. American Correctional Association 2nd Edition Standards for Administration of Correctional Agencies: 2-CO-1G-01, 1G-02, 1G-03, 1G-04, 1G-05, 1G-06, 1G-07, 1G-08, 1G-09, 1G-10.

b. American Correctional Association 3rd Edition Standards for Adult Correctional Institutions: 3-4111; 3-4112; 3-4113, 3-4114, 3-4115, 3-4116, 3-4117, 3-4118, 3-4119.

c. American Correctional Association 3rd Edition Standards for Adult Local Detention Facilities: 3-ALDF-1G-01; 1G-02; 1G-03, 1G-04, 1G-05, 1G-06, 1G-07, 1G-08, 1G-09.

d. American Correctional Association Standards for Adult Correctional Boot Camp Programs: 1ABC-1G-01; 1G-02, 1G-03, 1G-04, 1G-06, 1G-07, 1G-09.

6. **DEFINITIONS.** For the purposes of this Program Statement, **volunteers** are private citizens or students who provide a variety of gratuitous services to the Bureau. Gratuitous services are uncompensated services performed by a private citizen or student that would not otherwise be performed by a paid government worker.

7. CLASSIFICATION OF VOLUNTEERS

a. Level I Volunteers

- Ž Ordinarily, any adult 18 years of age or older (except at high security and administrative institutions where volunteers must be at least 21 years of age), and
- Ž Authorized to perform a service four times or less a year for an institution, community corrections center (CCC), contract detention center, or administrative office.

b. **Level II Volunteers**

- Ž Any adult, 18 years of age or older (except at high security and administrative institutions where volunteers must be at least 21 years of age), and
- Ž Authorized more than four times per year, to perform a service for an institution, administrative office or community corrections or contract detention center.

8. **RESPONSIBILITIES**

a. **The Volunteer Management Branch (VMB).** Located in the Community Corrections and Detention Division, Central Office, the VMB coordinates policy development and provides direction for Volunteer and Citizen Participation programs. The VMB also serves as the Bureau's liaison to agencies, organizations, and programs focusing on inmate volunteerism, public service of staff, and citizen involvement. A senior staff member coordinates the VMB and the agency's volunteer service program.

b. **Regional Volunteer Administrators (RVAs).** Each Regional Director selects an RVA to provide guidance for staff and inmate volunteer programs and citizen participation initiatives to Institution Volunteer Coordinators within each institution. Guidance will include (but will not be limited to):

- ! data collection,
- ! networking,
- ! recruitment,
- ! strategic planning,
- ! technical assistance, and
- ! training.

RVAs must provide guidance and training to Volunteer Coordinators in each of these areas within the regional office.

c. **Institution Volunteer Coordinators.** Each Warden selects an Institution Volunteer Coordinator (IVC) to manage the recruitment, and recognition of volunteers, manage the staff and inmate volunteer programs, and monitor the implementation of this Program Statement. In addition to these tasks, the IVC will coordinate training sessions, background investigations, and security compliance for volunteers.

The IVC is to work with Program Managers and the Affirmative Action Committee to recruit a volunteer workforce which is proportionate to the needs and demographics of the inmate

population. An Associate Warden or equivalent must supervise the IVC. The IVC's selection is to be reported to the Regional Volunteer Administrator and the VMB.

d. **Central/Regional Office Volunteer Coordinators.** Volunteer Coordinators may be appointed/selected in the Central Office and in each regional office to manage the staff volunteer and citizen participation programs.

e. **Community Corrections Staff.** Community Corrections staff will follow procedures outlined in the Community Corrections Manual on volunteer and citizen participation programs. Contract facilities are to adhere to requirements on volunteer and citizen participation programs as stipulated in the Statement of Work (SOW).

9. **RECRUITMENT.** The IVC and Department Heads will develop a formal strategy to recruit a diverse volunteer workforce. The use of volunteers should be encouraged in all program areas and not centralized in Religious Services.

a. **Recruitment Areas.** Volunteers will normally be recruited from the vicinity of the institution or Community Corrections Center. Volunteer Coordinators and Department Heads will maintain contact with individuals from the community, colleges and universities, public service, and religious organizations having an interest in volunteerism, as well as the public at large.

The Community Relations Board (CRB) is also an excellent resource for institution programs and initiatives. The IVC will advise the CRB of specific volunteer needs in the institution and notify staff of volunteer opportunities within the community.

b. **IVC Work Hours.** Community outreach and volunteer recruitment may require occasional travel between the institution and the community outside normal working hours. The IVC's work hours may be adjusted to be conducive to maintaining effective recruitment strategies and other volunteer activities.

c. **Coordination with Affirmative Action Efforts.** Volunteer Coordinators shall maintain regular contact with the Affirmative Action Committee and Chairperson. Each institution will develop a local strategic plan to support National Volunteer and Citizen Participation Program strategic objectives.

Affirmative Action Recruiters and Special Emphasis Program Managers should be advised of any needs for volunteers and should be encouraged to be aware of and encourage volunteerism in conjunction with recruitment trips.

10. BACKGROUND INVESTIGATIONS AND FILE MANAGEMENT

a. **Background Investigations.** A background investigation will be conducted on all Level II Volunteers in accordance with current regulations. The IVC must ensure that it is completed for each Level II Volunteer prior to voluntary service. Level II Volunteer candidates may attend an orientation program prior to completion of the background investigation.

Prior to a Level II Volunteer serving in an institution or an administrative office, the following requirements must be completed. Administrative office includes the Central Office, regional offices, and staff training centers.

Ž Volunteers who wish to provide professional services must submit current documentation of credential or license.

Ž Background investigations are to be completed within 45 work days from the date the application is received. The IVC should document in the volunteer's Official Volunteer File (OVF) if this time-frame cannot be met. Fingerprint check results do not need to be received prior to the volunteer being permitted to serve in the institution.

Normally, Level I Volunteers will be exempt from these requirements, at the Warden's discretion. Then, appropriate staff arrangements are to be made to provide program supervision.

In addition to meeting the background investigation requirements, student volunteers must meet the requirements for student volunteers contained in the Human Resource Management Manual.

The Warden shall determine the suitability of non-citizens to serve as volunteers. Non-citizens who are approved as volunteers are subject to the aforementioned background investigation requirements.

| Requirements | Institutions | Administrative Offices |
|---|--------------|------------------------|
| Application for Volunteer Service (BP-S580.053) | Required | Required |
| Volunteer Interview Summary (BP-S585-.053) | Required | Required |
| Letters of Endorsement | Required | Required |
| NCIC (National Crime Information Center Clearance) | Required | Required |
| Fingerprint Check (FD-258) | Required | Required |
| Volunteer Agreement Training Certification Form (BP-S483-053) | Required | Required |
| Signature, Certificate, Release of Information | Required | Required |
| Standards of Employee Conduct | Required | Required |

b. **Community Corrections Requirements.** Community Corrections Managers (CCMs) must encourage all community-based contract facilities to use citizen volunteers fully to provide a range of inmate services. CCMs shall ensure all community-based programs which use volunteers adhere to the security background clearances described in the Community Corrections Manual.

The use of volunteers is to be included in the SOW for CCCs. Contractors operating under a 1998 or later SOW are required to use volunteers. Contractors will report the number of volunteers quarterly.

c. **Records.** The IVC shall maintain a file containing records and training documents relative to each volunteer who requires a background investigation. This file is to be maintained in a secure cabinet and referred to as the Official Volunteer File (OVF).

At minimum, the OVF must contain:

- (1) Completed Volunteer Checklist
- (2) Application for Volunteer Service

- (3) Volunteer Interview Summary
- (4) Copy of NCIC Clearance
- (5) Volunteer Agreement/Training Certification Form
(current/prior year)
- (6) A Letter of Endorsement
- (7) Certification of Receipt for Standards of Employee
Conduct
- (8) Signature, Certification and Release of Information
Form
- (9) Waiver of Escort/Supervision*
- (10) Fingerprint Check Results

* Not Applicable to Administrative Offices.

The institution or administrative office must retain the OVF for volunteers who have been dismissed or denied from service for three years and then destroy it.

11. MULTI-INSTITUTIONAL VOLUNTEERS. Individuals may serve as volunteers in more than one institution or community corrections facility. Background investigative information for multi-institutional volunteers will be shared with the facility desiring to use the volunteer. All investigation components must be completed before the volunteer may serve.

12. EX-OFFENDERS. Wardens and CCRAs may approve ex-offenders convicted of felony offenses in any jurisdiction to serve as volunteers. Programs can often be enriched by the contributions of ex-offenders who share their experiences and personal progress.

In addition to the guidelines for training and background investigations, the following steps must be completed before an ex-offender may be approved to serve as a volunteer:

- Ž Documented period of at least three years of crime-free conduct after release, or a favorable report upon completion of probation or parole;
- Ž Documentation of current employment or academic status;
- Ž Fully completed OF-612 or resume;
- Ž Check to ensure the ex-offender has no separatees within the institution; and,
- Ž All investigative requirements as outlined in the OVF Maintenance Section.

Ex-offenders must not be granted waivers from any training or investigative requirements, nor are they to be admitted to Protective Custody Units. Ex-offenders shall not be granted

waivers for unescorted status or passes. The use of ex-offenders should be addressed in the Institution Supplement and is subject to conditions as outlined in the Standards of Employee Conduct.

13. **INSTITUTION SECURITY.** The IVC shall account for and control volunteer badges. Two badges are to be used for each volunteer. One is completed on both sides and maintained in a designated area which is secure. The Institution Supplement required in Section 21 will designate the specific location for maintaining volunteer badges.

The second volunteer badge is worn in an easily visible place by the volunteer at all times while in the institution. The front of the badge has a photo of the volunteer. The reverse of the second badge has only the:

- ! volunteer's name,
- ! department to be visited, and
- ! date of expiration.

The institution's official stamp will be displayed on all volunteer badges. The Associate Warden with oversight responsibility must sign the badges. Badges must not be removed from the premises.

Ordinarily, Level I Volunteers are not granted a permanent picture identification badge.

Level II Volunteers are issued either an escorted or unescorted institution volunteer badge. Wardens are the approving authority for unescorted volunteer badges.

Badges must be reissued every five years on the anniversary date of the Level II Volunteer's initial approval. Requirements for volunteer badge renewals are:

- Ž An updated Letter of Endorsement (cannot be from Bureau employees)
- Ž Updated NCIC Clearance
- Ž A review of file materials to ensure all information is current and accurate

All volunteers must use sign-in logs located at the entrance of the institution. Volunteers may be escorted by full-time staff. At a minimum, the logs are to contain the following information:

- Ž Full names,
- Ž Times of entry and exit,
- Ž Destination within the institution, and
- Ž Name of staff escort, if required.

Unless previously sanctioned by the Bureau, volunteers are prohibited from telephone and mail communications with inmates and their families. Infrequent incidents may arise which conflict with this policy. These will be resolved by the Warden.

14. TRAINING

a. **Training for Volunteer Coordinators.** Within their first year, IVCs and RVAs must receive at least 16 hours of initial training. The RVA conducts training for IVCs. A representative from the VMB shall conduct training for RVAs or may randomly conduct training for IVCs. Documentation of this training is to be maintained in the employee's official training record. Training will be in accordance with requirements contained in the Human Resource Management and Employee Development Manuals. IVCs and RVAs are encouraged to participate in certified volunteer administration training conducted outside of the Bureau.

b. **Training for Level I Volunteers.** Level I Volunteers are required to complete the "Notification to Visitors" form. They will receive general instructions regarding being in a correctional institution prior to providing the program.

c. **Training for Level II Volunteers.** Level II Volunteers will receive a total of four hours of program area and orientation training. Orientation training will be held at least once per quarter if there are new Level II Volunteers to be trained. Level II Volunteers must attend orientation training no later than the quarter after receipt of their application.

Level II Volunteers assigned to administrative offices and CCCs will receive at least one hour of orientation training by the program manager.

Level II Volunteers will receive two hours of annual training. Annual training programs should vary in content from orientation training. All Level II Volunteers who begin prior to October 1, are required to complete annual training within the next fiscal year.

Training will be held during times of the week convenient to volunteers - generally weekday evenings and weekend days.

The specific areas of training required are identified in the Orientation Volunteer and Training Technical Reference and Employee Development Manuals. Supervisory staff from Correctional Services and appropriate program managers will conduct the training for volunteers. All training for Level II Volunteers must be documented on the Volunteer Agreement/Training Certification form which is placed in the OVF.

15. **FINANCIAL REIMBURSEMENT.** In accordance with 31 U.S.C. § 1342, volunteers waive all claims to financial reimbursement or compensation from the Bureau for their services, time, or expenses.

16. **INCENTIVE AWARDS.** At least annually, an event will be sponsored to recognize and show appreciation for the time and effort expended by volunteers. Whenever possible, this will involve management staff, appropriate Program Managers, inmates who benefit from volunteer programs, as well as staff and inmate volunteers.

Ž It is recommended that this event be held in conjunction with National Volunteer Recognition Week (traditionally held during April following a resolution by Presidential Executive Order and an Act of Congress).

Ž As authorized in the Program Statement, Awards Program, Incentive Awards, Chapter 5, Page 9, a Warden may provide Public Service Awards to recognize private citizens and organizations whose outstanding acts have made significant contributions to improve communications, services or operations in accomplishing the Bureau's mission. Wardens should refer to this policy to determine forms of recognition that are authorized for appropriated fund expenditures.

Voluntary contributions to the community by Bureau staff will be recognized. Such recognition may be a part of either a staff recall or National Volunteer Recognition Week programs.

However, recognition should not be limited to a single week; significant contributions by volunteers and staff should be recognized on an ongoing basis.

The Institution Supplement will establish local recognition and appreciation procedures for volunteers and in accordance with the Program Statement on Awards Program, Incentive Awards.

17. **COMMUNICATION AND PUBLICATIONS.** The IVC shall maintain regular contact with the RVA, VMB, volunteers, and others. Prompt, accurate, and consistent written and verbal communications are vital for successful programs.

a. **Quarterly Progress Reports.** Quarterly reports will be submitted via the Executive Staff Module. A separate report is to be made for each satellite institution.

b. **Volunteer Views.** The VMB publishes a quarterly memorandum for IVCs and RVAs. The publication is a venue to share relevant volunteer information and to update IVCs and RVAs on policy and procedural changes.

c. **Volunteer Today.** The Office of Public Affairs (OPA), in conjunction with the VMB, issues a publication for volunteers entitled Volunteer Today. The publication highlights unique programs and volunteers. It includes a section highlighting institution and CRB events and initiatives.

IVCs, RVAs and other staff shall submit stories and activity updates, when appropriate. OPA staff may request further information to complete or edit stories. Photographs of special events and notable volunteers should be submitted to complement submissions.

Copies of the publication shall be forwarded to the IVC for distribution to volunteers, CRB members, and interested staff.

d. **Other Publications and Media Interviews.** The IVC may be called upon for an interview with a television or radio program, newspaper, or organizational publication. The IVC shall work with the institution Public Information Officer to respond to media or organizational requests. Refer to the Program Statement on News Media Contacts for further information.

18. **TERMINATION OF VOLUNTEERS.** When the service of a volunteer is terminated for any reason, the IVC will notify the volunteer in writing of the reasons for the termination. The volunteer may appeal termination in writing to the appropriate Warden or CCRA within 30 days of receipt of the notice of termination.

The CEO or CCRA shall render the final determination of a volunteer's appeal of termination within 90 days of receipt of the appeal during which time the volunteer should not be granted entry into the facility.

The Associate Warden or CCM, and appropriate RVA are to be consulted in advance and notified of the justification for termination.

A memorandum indicating the name and circumstances of the dismissal is to be provided to the RVA and a copy forwarded to the VMB.

19. **STAFF VOLUNTEERISM.** Presidential Executive Order 12988, requires federal agencies to develop appropriate programs to encourage and facilitate volunteer and Pro Bono legal service by government employees including attorneys, as permitted by statute, regulation, or other rule or guideline.

Bureau employees are encouraged to participate in volunteer and Pro Bono legal opportunities which can be accomplished outside their scheduled working hours. Some volunteer activities may occur during the work day. Supervisors are urged to be flexible and to accommodate, when feasible, efforts of employees to perform volunteer work. Employees may be granted annual leave, leave without pay, or may be permitted to make up any time they are away from the office.

In limited circumstances, employees may be granted administrative leave. Administrative leave should be limited to those situations in which the employee's services meet either or both of the following criteria:

- 1. is directly related to the Department's mission; or
- 2. will enhance the professional development or skills of the employee in his or her current position.

Prior to performing volunteer work, staff will read the Program Statement on Standards of Employee Conduct and refer any questions to the Ethics Officer, Central Office.

Volunteer participation of staff in inmate programs and projects are subject to the Warden's approval. These procedures shall be set forth in the Institution Supplement.

a. **Partnerships in Education.** Partnerships in Education are defined as mutual agreements between schools or youth serving organizations with institutions and Bureau administrative offices. Partnerships in Education should have a formal written agreement. Activities with the school or youth serving organization should occur at least once per quarter or four times within a calendar year.

The Department of Justice, specifically the Bureau continues to emphasize establishing and maintaining a relationship with neighboring schools and youth organizations. Staff should be encouraged to participate in year-round programs which encourage and motivate youth.

Some examples of activities or programs with schools or youth organizations which may be considered for group or individual staff volunteerism under Partnerships in Education are:

- ~ Staff Tutoring projects
- ~ Mentoring Programs
- ~ Coaching
- ~ Girl or Boy Scouts
- ~ Big Brothers/Big Sisters
- ~ Donations of excess/surplus equipment
- ~ Adopt-A-School
- ~ Staff support of cultural or special program activities

b. **Annual Report.** The VMB is responsible annually for providing the number of Partnerships in Education reported by each Bureau institution or administrative office to the Office of the Attorney General. This information will be requested and should be available in conjunction with submission of self-nominations and volunteer recognition periods.

20. **INMATE VOLUNTEERISM.** Inmates may engage in meaningful volunteer activities within the institution and in the community, as applicable. Community service projects must be in accordance with the Program Statement on Public Works and Community Service Projects. The Warden must review and approve opportunities for inmate volunteerism. They are subject to security levels at each institution.

Current schedules of volunteer programs should be posted in appropriate areas of the institution for accessibility to all inmates. The Regional Director must approve community service projects.

21. **INSTITUTION SUPPLEMENT.** Each institution is to publish an Institution Supplement to establish local procedures for the volunteer program and submit it to the region for review. At a minimum, the Institution Supplement will include:

- Ž Appointment and training of IVC
- Ž Departmental oversight and budgeting of the Volunteer and Citizen Participation Program
- Ž Designation of supervisory authority within Executive staff
- Ž Security of volunteer badges and files
- Ž Approval procedures for ex-offender and non-citizen volunteers
- Ž Staff volunteerism
- Ž Local safety and security procedures
- Ž Volunteer contacts with inmates
- Ž Recognition and appreciation procedures for volunteers
- Ž Procedures for the termination of volunteers or volunteer organizations
- Ž Partnerships
- Ž Inmate Volunteerism

/s/

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